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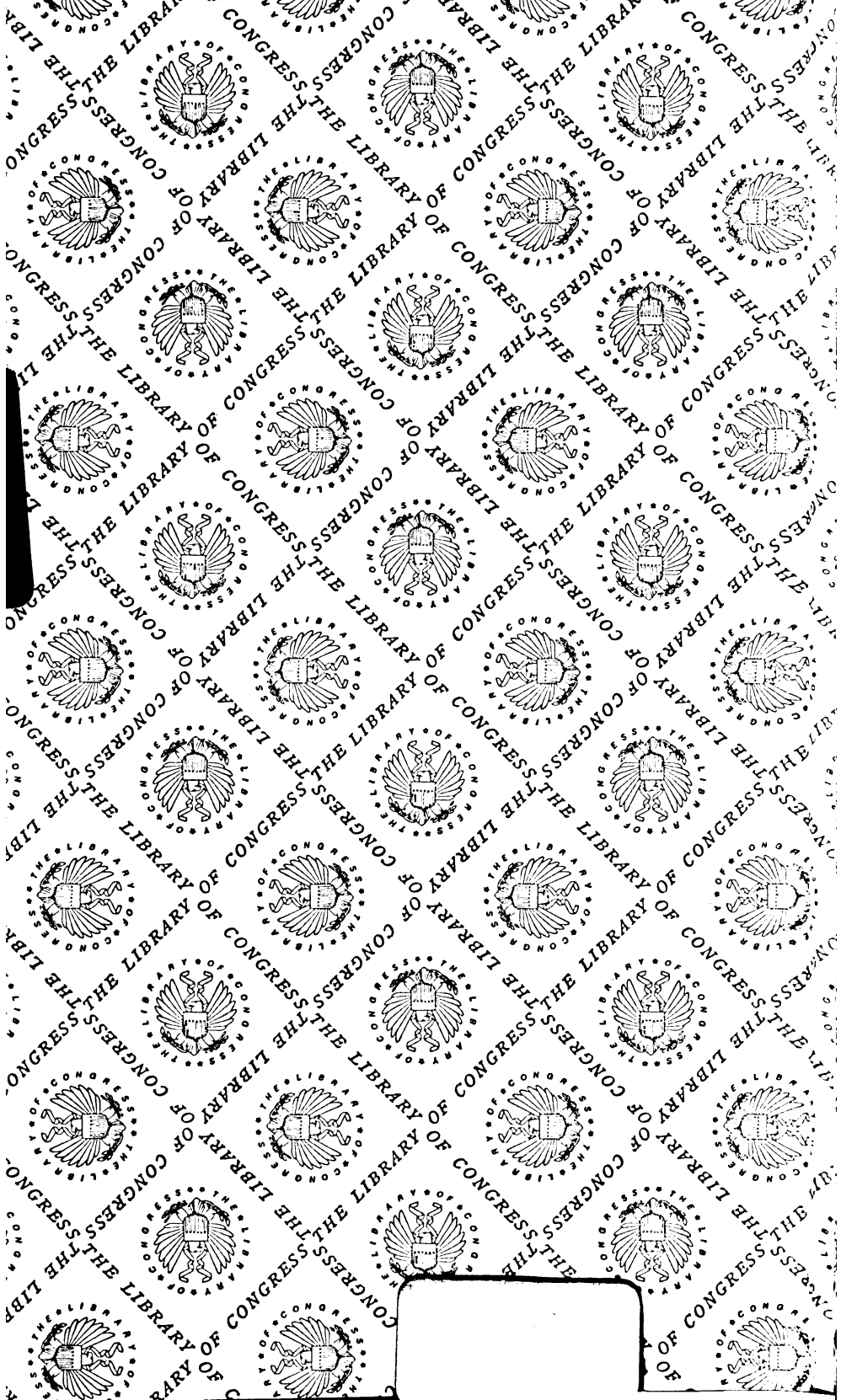
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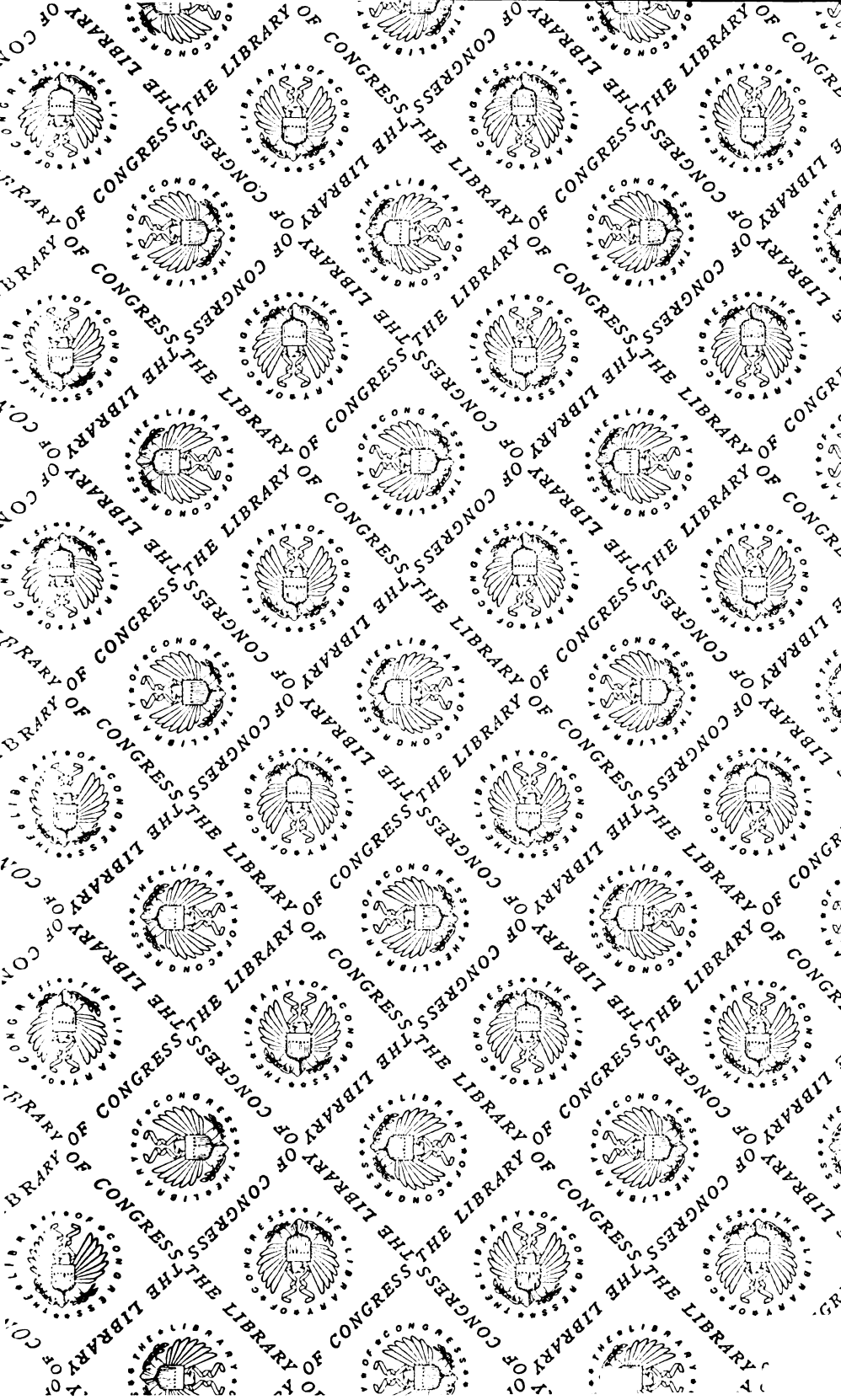
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HEARINGS

BEFORE

SUBCOMMITTEE

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OF

11. Cong.

HOUSE COMMITTEE ON APPROPRIATIONS,

CONSISTING OF

MESSRS. BINGHAM, LITTAUER, GILLETT (MASS.), LIVINGSTON, AND TAYLOR,

IN CHARGE OF

THE LEGISLATIVE, EXECUTIVE, AND JUDICIAL
APPROPRIATION BILL FOR 1905.



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GOVERNMENT PRINTING OFFICE.

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LEGISLATIVE, EXECUTIVE, AND JUDICIAL APPROPRIATION BILL, 1905.

HEARINGS CONDUCTED BY THE SUBCOMMITTEE, MESSRS. H. H. BINGHAM, L. N. LITTAUER, F. H. GILLET, L. F. LIVINGSTON, AND G. W. TAYLOR, OF THE COMMITTEE ON APPROPRIATIONS, HOUSE OF REPRESENTATIVES, IN CHARGE OF THE LEGISLATIVE, EXECUTIVE, AND JUDICIAL APPROPRIATION BILL FOR 1905, ON THE DAYS NAMED.

FRIDAY, *December 11, 1903.*

LIBRARY OF CONGRESS.

STATEMENT OF MR. HERBERT PUTNAM, LIBRARIAN OF CONGRESS.

Mr. BINGHAM. First, what is the sum total of your appropriations for the current year?

Mr. PUTNAM. Including—

Mr. BINGHAM. I mean all of your appropriations for the divisions of the Library exclusive of the appropriation for printing. Your printing appropriation, I think, is \$90,000.

Mr. PUTNAM. This year it is larger, it is \$185,000. The appropriations are \$583,000 for the Library proper, copyright office, care of building and grounds, etc.

Mr. BINGHAM. That is the sum total; that does not include the amount which goes to the Public Printer?

Mr. PUTNAM. No, sir.

The CHAIRMAN. How much is that?

Mr. PUTNAM. \$185,000 this year.

Mr. BINGHAM. How is that made up? That includes traveling expenses and all?

Mr. PUTNAM. Yes, sir, everything; it includes furniture, equipment, fuel and light, purchase of books, and everything. The \$185,000 allotment for printing and binding is a lump sum. The work charged against it is chiefly the work done in the branch office in the printing office and bindery which are in the Library building. The supposition this present year was that a considerable amount additional could be sent down to the main office, but we shall not use up the entire allotment because the expenses of the branch office—

Mr. BINGHAM. Do you furnish the machinery?

Mr. PUTNAM. No; that is furnished by the Public Printer.

Mr. BINGHAM. And you do not know anything about its cost?

Mr. PUTNAM. No, sir.

Mr. BINGHAM. Would it be very great?

Mr. PUTNAM. I do not know what the initial cost was. The machinery that is there now is what is usual in a printing office—stands for

the compositors and fonts for type, etc., and a stop-cylinder press, which probably cost a little over \$3,000, and a small job press, which would cost only several hundred dollars, \$250 perhaps. In the bindery there are two large cutting machines—which must have been expensive machines, as they had to be of the best—card-punching machines, presses, and the equipment for the sewing women and forwarders and finishers, which are not very expensive.

Mr. LITTAUER. Did you ask for this equipment, or is it sent to you by the Public Printer?

Mr. PUTNAM. In that case we simply specified the amount of force that should be detailed for the work to be done, and the equipment accompanied the force.

Mr. LITTAUER. You never made any request for typesetting machines for that work?

Mr. PUTNAM. I never have; I never made it specifically, because I understand that typesetting machines are not employed in the main office. Of course, for such work as ours they would be highly desirable. They are used in the Boston Public Library, for instance.

Mr. BINGHAM. Now, in what respect have you broadened your field of work since your hearing last year?

Mr. PUTNAM. There has been no distinctively new work taken on, except—no, I could hardly say there had been any distinctively new work taken on. The service has broadened. For instance, we are now opening on Sundays.

Mr. BINGHAM. And you have developed?

Mr. PUTNAM. We have developed. There has been a normal increase of about 25 per cent in the number of visitors to the building and number of readers. There has been an increase in the number of publications which we have issued, in the number of reference lists on topics of current interest, and there has been increase in the number of inquiries—

Mr. LITTAUER. Right there, to whom do you send these reference lists on topics?

Mr. PUTNAM. They go to depositories of the Government like any public document. We send them in addition to all of our libraries and institutions on our exchange list. These alone amount now to over a thousand. We send them to individuals also in response to request and to leading journals.

Mr. LITTAUER. They are not meant, then, at all as an aid to Congress or to bring before members of Congress bibliography in connection with subjects being considered before Congress?

Mr. PUTNAM. Indeed, yes; the purpose of many of these lists is primarily to aid Congress. For instance—

Mr. LITTAUER. Then why are they not distributed to members of Congress as well as to your general correspondents?

Mr. PUTNAM. They are supposed to be.

Mr. BINGHAM. That comes out of your printing fund?

Mr. PUTNAM. The printing does; the compilation is the work of the bibliographical division.

Mr. BINGHAM. You ask for what additional force in this bill?

Mr. PUTNAM. The additional force is simply in the main library 2 persons, in the copyright office 7—

Mr. BINGHAM. You ask 1 stenographer and typewriter at \$1,000, under the general administration division, and 1 stenographer and typewriter at \$900, under the periodical division; and in the copyright office 1 clerk at \$1,800?

Mr. PUTNAM. In place of one at \$1,600.

Mr. BINGHAM. That is an increase in salary?

Mr. PUTNAM. That would be an increase in salary.

Mr. BINGHAM. And 3 clerks at \$1,000; that is new?

Mr. PUTNAM. That is new.

Mr. BINGHAM. And one clerk, at \$900; that is new?

Mr. PUTNAM. Yes, sir; those are all new.

Mr. BINGHAM. And one clerk, at \$600, and one messenger boy, at \$360?

Mr. PUTNAM. The last two only are new this year. The others were recommended last year, but not granted, and that is true of the two stenographers and typewriters also.

Mr. BINGHAM. Your total increase asked for this year is \$8,560?

Mr. PUTNAM. Yes, sir.

Mr. LITTAUER. I take it for granted you are using now, as formerly, a detailed stenographer and typewriter?

Mr. PUTNAM. I have had to borrow from other divisions. I am using two and sometimes three stenographers and typewriters, one of whom is doing other kinds of work during a large part of the time. I found last year that the request for two stenographers in my office raised the question how I could use two stenographers. Well, for stenographic purposes one is used by my secretary; but one of the two is constantly engaged on our records, the records in my office, which are increasing considerably. Last year we handled 24,000 letters in my office, and there are, of course, miscellaneous records such as would naturally be expected in the office of a chief executive in such an institution.

Mr. LITTAUER. Then, a part of the time is taken up in filing and indexing your correspondence?

Mr. PUTNAM. Yes, sir.

Mr. LITTAUER. Do you not have help that does not cost quite as much for that class of work?

Mr. PUTNAM. He must have stenographic capacity, too, because my secretary, while he is a stenographer, in the absence of a chief assistant librarian who will aid in administration, is obliged to do work that would naturally fall to him, and he has to handle a considerable amount of correspondence. He uses one stenographer for that purpose a part of the time and I use the other. If the term "stenographer" causes a misapprehension, one clerk at \$1,000 would be perhaps the better term.

Mr. BINGHAM. How many stenographers and typewriters have you?

Mr. PUTNAM. In my office?

Mr. BINGHAM. Altogether in your establishment.

Mr. PUTNAM. I think there are only seven by law.

Mr. BINGHAM. Have you others who are doing typewriting and stenography?

Mr. PUTNAM. We have, for instance, one in my office whom I borrowed from one of the divisions not designated by law as a stenographer, although she is a stenographer and I am glad to get that service from her.

Mr. BINGHAM. You have seven under the law and such detail as you desire?

Mr. PUTNAM. Well, the stenographers we are using are, as a rule, not designated by law. I was including the three whom I know to be in the copyright office and one other; they are not designated by law, they are simply clerks, but they do stenographic work.

Mr. BINGHAM. I find you ask an increase of \$10,000 for the development of the Library, which means the purchase of books and periodicals?

Mr. PUTNAM. Yes.

Mr. BINGHAM. Will you expend your \$90,000 the law gave you this year?

Mr. PUTNAM. Yes, sir. We are dealing with it as frugally as possible, but we have already spent \$50,000 of it.

Mr. BINGHAM. Up to date?

Mr. PUTNAM. Up to date, and could well spend \$150,000 this year, if we had it, or a much larger sum. This \$100,000 is the sum I have been recommending for the past three years as the normal sum. May I call attention to an error in the estimates? I do not know how it occurred, but the sum which I asked for the distribution of card indexes appears in the estimates as \$5,800. It should be \$6,800. In my letter of transmittal it was properly stated at \$6,800.

Mr. LITTAUER. What was your income from the sale of card indexes last year?

Mr. PUTNAM. Last year, \$6,300.

Mr. BINGHAM. And you had an appropriation of \$4,900?

Mr. PUTNAM. No, \$4,900 for the present year; and the income for the present year will be probably \$8,000.

Mr. LITTAUER. So it is self-sustaining?

Mr. PUTNAM. Oh, yes; more than self-sustaining.

Mr. BINGHAM. When you say "income," you mean the amount you receive, without any regard to cost?

Mr. PUTNAM. It is the gross sum we turn into the Treasury.

Mr. BINGHAM. It is not net?

Mr. PUTNAM. It is not net. This \$6,800 allows for a very slight relative increase in service to meet what we consider will be a very large increase in the volume of business. Here is a list of libraries that are now subscribing in a more or less degree to these cards. There are over 300 subscribers now. This list was printed only three weeks ago and 14 have been added since then.

Now, the business is going to increase very rapidly from this time on, and it will be augmented particularly by the reissue in a revised edition of what is called the American Library Association catalogue of the 5,000 best books for a town library. That catalogue is used as a purchase list by these small libraries. With the reissue of that catalogue the demand for cards will greatly increase, for we shall keep in stock cards corresponding to all the titles.

Mr. BINGHAM. That is a line of work that is general Library work?

Mr. PUTNAM. Yes; oh, decidedly; a special function of this Library, which has an unique opportunity to do it. There is no other library of course which could undertake this work, because there is no other library which is handling the material we are handling and cataloguing it in a way which makes the results generally available.

Mr. BINGHAM. That is the line of work of your own originating?

Mr. PUTNAM. Yes.

Mr. BINGHAM. No statute or law?

Mr. PUTNAM. It is now provided for by law. The provision specifically authorizes me to take subscriptions for these cards. I followed the phrase that was used in the Agricultural Department for the sale of card indexes, and the provision reads, "Card indexes and other publications."

Mr. BINGHAM. And you use it in the line of other publications?

Mr. PUTNAM. We really do not take subscriptions for any other publications at present, but it would permit a bulletin to accompany the card indexes, or some other publication, perhaps periodical, which it might be better to issue at a nominal cost than gratuitously.

Mr. BINGHAM. Wherein would run any disadvantage to either the Congress or the general public should this committee determine in its line of economy in this bill to make no increase for you this year? What would be your inconvenience? In other words, could not your present force do the work for the next fiscal year?

Mr. PUTNAM. No, sir; not efficiently; and I do not speak of broadening that work, but to do what I should call the minimum necessary in order not to lose ground.

Mr. BINGHAM. Where would the special pressure come?

Mr. PUTNAM. This for card indexes and——

Mr. BINGHAM. I am not speaking of the card index.

Mr. PUTNAM. In the copyright business we would fall behind in handling the current business.

Mr. BINGHAM. Are you up to current?

Mr. PUTNAM. We are up to a certain portion of the current work.

Mr. BINGHAM. Are you up to convenient current?

Mr. PUTNAM. Not quite; but all of these seven persons are not needed for that purpose. Half of this total of seven would be used on back work, the other half would be for current work.

Mr. LITTAUER. Do I understand you to say the copyright office in current work is not up to date?

Mr. PUTNAM. It is reasonably up to date.

Mr. LITTAUER. I mean for work that comes along month after month?

Mr. PUTNAM. It is reasonably up to date, but the work is increasing.

Mr. BINGHAM. Right there, in that connection, what you call up to date is, if I file my papers for copyright and duly comply with the preliminary conditions of the statute, when do I get my certificate issued from your office?

Mr. PUTNAM. If there is no hitch you would get them within——

Mr. BINGHAM. I assume normal conditions.

Mr. PUTNAM. You would get them within a fortnight. That is the simplest part of the process. You get your certificate, but the process with the application of course goes further. There is a catalogue index and record and all that.

Mr. BINGHAM. That follows the general routine of the office. I mean the inconvenience that might run to an author or the public. He gets the certificate within two weeks; after that it goes into the general current administration of the office.

Mr. PUTNAM. Yes; but there may be persons who suffer by delay in these other processes. If another man comes and wants to know whether this application has been filed and what has happened to it, we can not tell him with precision until these other records are completed.

Mr. LITTAUER. Do you desire to amplify your remarks made a year ago in regard to the index to comparative legislation?

Mr. PUTNAM. I think it does not seem expedient, as I have covered the ground before and think I need not take up your time with it now. The need for such an index was set forth by me last year pretty fully. The Library will not suffer if we do not do this as it will suffer if we do not do some other things.

Mr. TAYLOR. You have not withdrawn your support of that proposition?

Mr. PUTNAM. No, sir; I put it in, and I shall continue to put it in, unless the committee deems it impertinent, until the time shall come when it may be adopted. I think it a very important project, and I am quite sure that one of these days if you feel the money to be available you will be readily convinced that its utility would be a great one. But these other matters rest on a different basis.

Mr. LITTAUER. Besides opening on Sundays, do you open on all the legal holidays?

Mr. PUTNAM. No; we propose to open on four—Washington's Birthday, Thanksgiving, Decoration Day—

Mr. BINGHAM. The Fourth of July and Christmas?

Mr. PUTNAM. The Fourth of July and Christmas we leave out, as is the custom with libraries.

Mr. LITTAUER. You ask for an extra stenographer and typewriter in the periodical bureau. I suppose there is a stenographer and typewriter at work there now, detailed from where?

Mr. PUTNAM. Detailed from the reading room.

Mr. LITTAUER. Can not you get on with that arrangement?

Mr. PUTNAM. The business in the reading room has increased and this detail is very inconvenient. The periodical division is engaged not merely in handling current periodicals, which this last year amounted to the handling of over 400,000 items, but in completing sets; and it sends out between eight and ten thousand letters every year for the completion of sets by exchange with other libraries, principally, and by solicitation from the publishers. The need in my office is, of course, a need that touches the general public, and if I can not handle the correspondence of my office promptly it makes the whole institution suffer in the estimation of the public.

Mr. LIVINGSTON. On page 39 you ask for an assistant in charge of the old classification.

Mr. PUTNAM. Those promotions I have asked for for four years past and have not been able to secure.

Mr. LIVINGSTON. What is the old classification?

Mr. PUTNAM. The classification of the Library as the collection came to us from the Capitol. The collection was grouped into 44 large divisions. Now we are applying a new system of classification which we call the new system. In so far as the collection has been reclassified a book coming in would find a place in the new classification, but in so far as we have not yet reached that department in our reclassification it would have to go to one of the older classes.

Mr. LIVINGSTON. And the necessity for this man arises from the fact that you have two classifications in the Library?

Mr. PUTNAM. One is being gradually reduced and eliminated—

Mr. LIVINGSTON. What will you do with the assistant, when you gradually reduce this old classification?

Mr. PUTNAM. He is a man generally available for cataloguing. He is also our only Orientalist. He is a man who has been in the Library since 1868, and was at the head of the cataloguing division in the Capitol and received \$2,500. He handles 22 languages, and among those Chinese and Thibetan and all the languages of continental Europe.

Mr. BINGHAM. What does he receive now?

Mr. PUTNAM. Eighteen hundred dollars. The increase of the salary of the man in charge of the new classification is much more critical.

If we should lose him I do not know what we would do. He could readily get \$3,000 in another library. He has full responsibility for this reclassification, and has 40 people working under him, and he has no more salary than an ordinary \$1,800 clerk.

Mr. BINGHAM. How long has he been there?

Mr. PUTNAM. Since 1897. He was appointed by my predecessor. He is a man of immense learning, referred to constantly from every part of the library in regard to doubtful questions; his salary is very small for his responsibility, and I have no way of raising it. If I should lose him it would set us back thousands and thousand of dollars worth.

Mr. LIVINGSTON. I see you have asked \$10,000 to keep this Library open on Sunday?

Mr. PUTNAM. That is the present provision.

Mr. LIVINGSTON. I want to ask you plainly and candidly one more time, as I have done before, what is the necessity, with the city library here and with the Library open at nights until 9 or 10 o'clock, of spending \$10,000 to violate the Sabbath? Is it just simply a sentiment; and if so, to please whom; what class of people does it please, and does it benefit anybody?

Mr. PUTNAM. The total number of visitors to the building on Sundays last year (it was kept open only a part of the year) was 136,000 persons.

Mr. LITTAUER. How great a part of the year?

Mr. PUTNAM. From September 14 through June. That leaves out July, August, and the half of September.

Mr. LITTAUER. Nine months and a half.

Mr. PUTNAM. Nine and a half months; and during that time there were 136,000 persons, including readers, who visited the building on Sunday. Now, in the main reading room and each of the other divisions the number of readers was greater during the eight hours of Sunday than during the thirteen hours of any week day during the year; and the character of the books read was more creditable, if you consider that the reading of history and science and the other more serious part of literature is more creditable.

I think that there was an impression that the use would be less creditable on Sunday. I thought that impression was not justified, because of my experience with Sunday opening in the Boston Library and at Minneapolis, where we always found there was a larger proportion of men who came on Sunday who could not come on week days. Of course, they could come in the evening, but then they were tired out with physical labor.

Mr. BINGHAM. More as a matter of curiosity than information for our examination, about what is the sum total of the annual publications of which there are filed with you two copies?

Mr. PUTNAM. About 10,000 volumes were brought to the main library from copyright last year.

Mr. BINGHAM. Those are new?

Mr. PUTNAM. Yes. That was the number of volumes incorporated in the Library. The number of articles filed for copyright last year exceeded 170,000.

Mr. BINGHAM. What do you call articles?

Mr. PUTNAM. That includes books, maps, prints, periodicals, and all other articles; newspapers—

Mr. BINGHAM. That includes monthlies?

Mr. PUTNAM. Monthlies, weeklies, dailies, annuals; all periodicals.

Mr. BINGHAM. That is an increase in the Library?

Mr. PUTNAM. It would be if we were to put up into the Library every article filed; but we do not do that.

Mr. BINGHAM. Do you get the benefit of two copies of Harper's, Lippincott's, and those various magazines?

Mr. PUTNAM. Yes, sir.

Mr. BINGHAM. Do you get two copies of the daily papers?

Mr. PUTNAM. All that are copyrighted; some daily papers do not copyright.

Mr. LIVINGSTON. This item on page 46, for services during the fiscal year 1905, in connection with the work of preparing an index to comparative legislation, etc., \$28,000, how much of that is usually expended for traveling expenses?

Mr. PUTNAM. This item has never been granted, so we have not had any occasion to test that.

Mr. BINGHAM. But how much do you propose to spend?

Mr. PUTNAM. That was a very approximate estimate in case the index should be authorized. I suppose the estimate means a matter of \$500 or \$1,000, at least, out of the \$28,000.

Mr. LIVINGSTON. All traveling expense is chiefly for the purpose of purchasing publications and books, is it not?

Mr. PUTNAM. The appropriation for the index has never been granted, and traveling expenses are now for the most part chargeable to the increase of the Library.

Mr. LIVINGSTON. Could you not purchase the most of these books just as well from catalogues as to send special agents traveling all over Europe to buy books—could you not do it by catalogues just about as well as making your own selections?

Mr. PUTNAM. There is a certain class of material which we can and do purchase from catalogues. The current publications we purchase so. We should never have to send a man even to New York to purchase a current publication. But four-fifths of the material we require for the Library is material noncurrent. It comes into the market in the shape of second-hand books. Certain of the second-hand bookshops—most of them—print catalogues and we buy from those catalogues very largely; indeed, a major part of our purchases are made in Washington; but a large part of this material comes only through auction sales. If there is an auction sale in New York and there are items in the catalogue which we receive which we particularly wish to bid upon we have our choice of employing some one in New York to bid for us or to send a man there.

If we employ some one in New York we have to pay him 10 per cent commission. If the amount of the purchase we propose to bid upon is as much as \$150 it is cheaper to send a man there; it is as cheap to send him as to pay commission to an agent, and much better for the Library, because he has a chance to examine and inspect the material.

Mr. BINGHAM. You would rather send your own man?

Mr. PUTNAM. It is a good deal better.

Mr. LITTAUER. What part of the appropriation for the increase of the Library is spent for traveling expenses?

Mr. PUTNAM. It varies in different years; year before last it was \$750—

Mr. LITTAUER. Out of how much?

Mr. PUTNAM. Out of \$80,000.

Considering that the material is secondhand, the question of the

soundness of the copy becomes very material, and that can be determined only by a direct inspection.

Then, too, a considerable amount of material held by the second-hand dealers abroad is never fully catalogued. Their stocks are constantly changing. They are often replenished by the purchase of some collection. The library which sends a representative to the shop may secure important items at small prices, for which it might have to pay large prices later, or which it might lose wholly by delay until the appearance of a printed catalogue. The noncurrent book is a very special kind of commodity. It appears and disappears, in expected places, in unexpected places. Its condition varies, its price varies. It must be hunted. It is subject to special competition which can not be calculated or anticipated. An occasional trip by a representative of the Library to the book centers of Europe is necessary and an economy, and frequent trips to New York, Philadelphia, and Boston. (On the average there is an auction sale a day in this country from October 1 to June 30.) You must add trips to other libraries to arrange purchases or exchanges, and trips to negotiate the purchase of material in private hands, or a gift of it.

Mr. BINGHAM. Did you have a person at that recent sale in Philadelphia of that library supposed to be worth a million dollars?

Mr. PUTNAM. The Carson Library?

Mr. BINGHAM. The library of that defaulter, the man who killed himself.

Mr. PUTNAM. No; we did not have any representative there.

Mr. BINGHAM. His library ran more to bindings.

Mr. PUTNAM. Those and fine prints, which we can not now afford to indulge in.

Mr. BINGHAM. The item for the purchase of books and periodicals for the law library under the direction of the Chief Justice is the same; no disposition to reduce that?

Mr. PUTNAM. No, sir.

Mr. BINGHAM. The next item, \$1,500 for the purchase of new books of reference for the Supreme Court. That you want to continue?

Mr. PUTNAM. Yes, sir.

Mr. BINGHAM. For miscellaneous periodicals and newspapers is the same, \$5,000. You have spent that?

Mr. PUTNAM. Yes, sir; we spend it every year.

Mr. BINGHAM. Now we come to the expenses of exchanging public documents for the publications of foreign governments. For four years you have had each year since 1902 \$1,800; that continues?

Mr. PUTNAM. That continues.

DECEMBER 14, 1903.

MR. CHAIRMAN: In looking over the stenographer's minutes of my testimony last Friday I notice that no mention was made of the fact that not merely the service for the card indexes but the service in the copyright is met out of the receipts of the office. My expectation is that all of the seven additional salaries which I ask for in the copyright office will be offset by the normal increase in fees during the next fiscal year. The increase last year over the year preceding amounted to \$4,000. Considering that the public is paying for this business, it would not be unreasonable to have the total fees applied to the perfection of the current service. In fact, we are covering with them the back work also.

If the business of the copyright office next year is no greater than the business last year, we could get along with the present force for the current work; but the business increases at the rate of about 10 per cent a year, and this increase, unlike that of certain parts of the Library, is not one that we can control or that is optional with us. The pay roll of the office this year is \$70,440. Ten per cent of this is \$7,044. The seven additional salaries I ask for aggregate \$6,660.

The only additional salaries that I am asking not met out of receipts are those of the two stenographers. You ask me how many we now have. Designated by law, only the three provided for last year.

Very respectfully,

HERBERT PUTNAM,
Librarian of Congress.

HON. HENRY H. BINGHAM,
*Chairman House Subcommittee on Appropriations,
House of Representatives.*

**STATEMENT OF MR. BERNARD R. GREEN, SUPERINTENDENT OF
THE LIBRARY BUILDING AND GROUNDS.**

Mr. BINGHAM. I see you increase your estimate about \$2,500. How much of that is for new men?

Mr. GREEN. That is for the salaries?

Mr. BINGHAM. Give us what you ask for in new men.

Mr. GREEN. One new telephone operator and five charwomen.

Mr. BINGHAM. You want two telephone operators, at \$600 each; they are there now?

Mr. GREEN. No, sir; I have only one now, but the Library is now open in the evening as well as the daytime.

Mr. BINGHAM. You mean these brackets are all wrong?

Mr. GREEN. No, sir; there is but one additional telephone operator estimated for. There is one now, which makes two if you allow another. We need the second one very much.

Mr. BINGHAM. Then, as I understand, this is one new man?

Mr. GREEN. Yes, sir; and that is \$600.

Mr. BINGHAM. The captain of the watch is increased \$100?

Mr. GREEN. Yes.

Mr. BINGHAM. Carpenter is increased \$100, from \$900 to \$1,000?

Mr. GREEN. Yes; I do that because the pay of carpenters all over town is very much increased and they are getting much more pay than our man.

Mr. BINGHAM. You estimate a painter at \$1,000, an increase of \$100?

Mr. GREEN. Yes, sir. Those are particularly skilled men, and it is in line with what similar men already receive in other departments and have received for several years.

Mr. BINGHAM. Fifteen laborers; you cut down one?

Mr. GREEN. I ask for one farther down the list, where a skilled laborer is designated.

Mr. BINGHAM. You ask for a skilled laborer in lieu—

Mr. GREEN. Of one ordinary laborer.

Mr. BINGHAM. How much increase is that in compensation?

Mr. GREEN. The difference between \$480 and \$720—\$240.

Mr. BINGHAM. You estimate for 45 charwomen; can you not keep the building clean with 40?

Mr. GREEN. No, sir; not without working more hours than they work in any other building. We have to work them now two and a half hours.

Mr. BINGHAM. How much do you pay them now?

Mr. GREEN. They are paid \$240 a year.

Mr. BINGHAM. They get the same as all the other departments?

Mr. GREEN. Yes, sir. Congress raised their pay to this; it was not my recommendation.

Mr. BINGHAM. That is \$20 a month.

Mr. GREEN. Yes, sir; we need the five extra women.

Mr. BINGHAM. You increase your chief engineer \$300?

Mr. GREEN. Yes, sir; the position calls for a man of that value.

Mr. BINGHAM. Can you not operate the Library on the same basis you are operating it this year? Do you not keep the building clean and heated and all that?

Mr. GREEN. We can go lame as we have done, but to keep the building clean we have to work our charwomen a great deal more time than any other department does. The general practice is to do the work in two hours, but we can not. The women have to work hard for two and a half hours, and sometimes three, to finish the work and get out of the way. You know the building is open to the public from 9 o'clock in the morning until 10 o'clock at night, and the only opportunity to clean is in the morning from about daylight up until 9 o'clock. The women have to get there at half past 6 to 7 o'clock in the morning, and some of them are unavoidably in the building after the people come, which is not right. We need more help in order to get through with the work, and it is hard work. All of these women are hard worked.

Mr. BINGHAM. Let me ask you this: The painter and the carpenter get \$900 a year; is that not pretty fair pay?

Mr. GREEN. No, sir; not nowadays—not for the kind of men we have to employ.

Mr. BINGHAM. Does a general carpenter or a general painter average more than that in civil life?

Mr. GREEN. I do not know that a common painter or carpenter always does, but these men are not common. The painter is a skilled decorator and finisher, a man who would get outside \$4 a day. It is simply by giving him a permanent establishment that he gets along at all.

Mr. LITTAUER. Do such men get steady work outside?

Mr. GREEN. Generally.

Mr. BINGHAM. If these mechanics can get \$4 a day outside, why do they remain in the service? Is it not because of the certainty of continuance and certainty of payment?

Mr. GREEN. Yes; but it is unfair to them, and, on the other hand, we are likely to lose a good man, and have to take a common one.

Mr. BINGHAM. How does \$900 for a painter and \$900 for a carpenter compare with the salary paid in the several departments of the Government?

Mr. GREEN. They are less—that is, the carpenters are getting \$1,000 in nearly every one of the other departments, and have been for years.

Mr. BINGHAM. But not all?

Mr. GREEN. Regular painters are not employed there, but we save much money by keeping a skillful man on a salary. The workmen there are called cabinetmakers, but we call them carpenters. This man is a highly skilled man, and he has to be to do the character of work required.

Mr. TAYLOR. Does he do cabinetwork over there?

Mr. GREEN. Yes, sir; anything we have to do. He is as skilled as a man can be, and he can do anything. He could put this cloth on the top of this table.

Mr. LITTAUER. Why do you require an increased amount for services on legal holidays and Sundays?

Mr. GREEN. Because the building is open on legal holidays, when it was not before.

Mr. LITTAUER. How many of them are there?

Mr. GREEN. Six; and the amount we had before for the Sundays was not enough. We have to cut our force very small in order to get through.

Mr. BINGHAM. This compensation which you pay on Sunday for what you call extra services of employees and additional employees, does it not as a rule go to regular employees?

Mr. GREEN. Yes.

Mr. BINGHAM. And that is additional to their regular service?

Mr. GREEN. That is the theory of the whole arrangement as provided for in the original law, as I understand it, the same as with the Librarian's force.

Mr. BINGHAM. Do I understand they get double the amount on Sunday than what they receive on week days?

Mr. GREEN. No; they get exactly the same. For instance, if I put a man to work for a day on Sunday (it amounts to a day, because he is there from 2 o'clock in the afternoon until 9 in the evening, which is seven hours) I pay him the pro rata of his wages for twenty-six working days in the month. For instance, he gets a certain annual salary, say a laborer at \$480 a year. If he works on Sunday I give him one-sixth of his weekly pay additional. In other words, it is the same rate per day that the \$480 a year amounts to for three hundred and thirteen days. If you hire a mechanic or laborer or any workman outside to work a day on Sunday or at night you must pay him one and a half or two days' pay.

Mr. BINGHAM. Will you expend \$2,500 this year in connection with that item?

Mr. GREEN. Yes, sir; I will have to take what you give me, but it is not enough.

Mr. BINGHAM. Is not 25 per cent a large increase?

Mr. GREEN. No, sir; we have to cover more days than we had last year. We had before 52 Sundays, and now we have 58 with the holidays, an increase of 10 per cent.

Mr. LITTAUER. In the matter of fuel, lights, repairs, etc., is not the largest part of that item expended for fuel?

Mr. GREEN. Yes, sir.

Mr. LITTAUER. Fuel is decidedly cheaper now than it has been for years past?

Mr. GREEN. Not the coal.

Mr. LITTAUER. Coal is not cheaper than it was a year ago?

Mr. GREEN. I am paying \$1 a ton more than I paid before.

I contracted this year at \$5.83, and last year, before the coal strike, when I made up the estimate, it was \$1 a ton less. We now burn annually about 3,400 tons of coal. This adds \$3,400 at once for coal alone. I have to ask you for a deficiency appropriation for about \$4,000 this year, mainly on this account.

Mr. LITTAUER. For a number of years you had \$25,000.

Mr. GREEN. Yes, sir.

Mr. LITTAUER. And then we increased it to \$30,000 and gave you a deficiency because of the coal strike.

Mr. GREEN. Yes, sir.

Mr. LITTAUER. Now you ask not only the amount given last year but an additional sum of about 15 per cent, and that is simply on account of the additional cost of coal?

Mr. GREEN. Not altogether on account of the cost of coal, but very largely. It is due also to the fact that the Library is a more extensive institution than it was. There is more going on in it. When you gave me the \$25,000 I could not foretell just what we would need, for the institution has been growing all the time. There are more readers, more rooms in use, and more work to do, and more required in every way to keep the building service up than there were three years ago.

Mr. BINGHAM. Had you laid in your supply for the Library prior to the strike of last year?

Mr. GREEN. I had contracted; yes.

Mr. BINGHAM. You were in safe lines?

Mr. GREEN. No; I had not made a contract for the whole year. If I had, I would not have gotten the coal.

Mr. BINGHAM. How did you happen to get around the difficulty?

Mr. GREEN. I did not make a contract early in the year, because the prices then were quite high and it seemed unwise. I thought it safer to wait, and then the strike came on. Then I had to temporize along from hand to mouth, as everybody else did, and you gave me a deficiency appropriation of \$10,000 to cover that and some necessary repairs to the park lighting wiring.

Mr. LITTAUER. Will there be a deficiency for the current year?

Mr. GREEN. Yes, sir; I shall have to ask for \$3,000 or \$4,000 to cover the cost of coal and some other things.

Mr. LITTAUER. Now, the next item is for furniture. I see your estimate is somewhat less than last year, but is not the Library building to-day pretty well furnished?

Mr. GREEN. No; we are following it up; it is expanding all the time. The building now has got to be pretty fully occupied; in fact, it is all occupied, but not crowded, of course. We have to build shelving and cases for the division of prints and to fix up the music division. They have only a temporary outfit, while miscellaneous furniture is needed constantly.

Mr. BINGHAM. Are you making your furniture consistent through the building?

Mr. GREEN. Yes, sir. I wish you would come over and see it.

Mr. BINGHAM. Do you do it by contract or day's work?

Mr. GREEN. By contract.

Mr. BINGHAM. All by contract?

Mr. GREEN. Except some little jobs we can not get competitive bids on.

Mr. BINGHAM. Do you act on your individual judgment in these matters, or is it by direction of the Librarian?

Mr. GREEN. Oh, the Librarian, of course, consults.

Mr. BINGHAM. Is it done by consultation with him?

Mr. GREEN. By consultation always.

Mr. BINGHAM. The Librarian has no distinct authority over you?

Mr. GREEN. No; but we move together just the same. I regard him as practically the chief of the institution, you know. This must be so in effect, and I endeavor to assist him on the physical side of matters. The design and manufacture of furniture and all that sort of thing is physical, and comes in my way.

FRIDAY, *December 11, 1903.*

DEPARTMENT OF STATE.

(See also p. 356.)

STATEMENTS OF MR. HERBERT H. D. PEIRCE, THIRD ASSISTANT SECRETARY OF STATE, ACCOMPANIED BY MR. WILLIAM H. MICHAEL, CHIEF CLERK.

Mr. BINGHAM. Your estimate for salaries the coming year is \$195,460. Your appropriations, including a deficiency, were \$177,000 for the current year. I see you have cut down one chief of bureau whom you have transferred to the Department of Commerce and Labor.

Mr. MICHAEL. We have eight chiefs just the same; we have not transferred any chief of bureau.

The CHAIRMAN. Why should there be that increase in your chiefs of bureaus from \$2,100 to \$2,500?

Mr. PEIRCE. We have been asking every year for that increase.

Mr. BINGHAM. You are simply consistent this year with your action heretofore?

Mr. PEIRCE. Yes, sir; with our former estimates.

Mr. BINGHAM. But the lines of work have in no wise been specially increased?

Mr. PEIRCE. No; they are the same.

Mr. BINGHAM. While the subordinate force of a chief may have increased, there is nothing in the line of work of the chief which is increased?

Mr. PEIRCE. There is nothing that increases his work, that is true; but our chiefs of bureaus are poorer paid than the chiefs of bureaus in any other Department of the Government and we have to have men, I venture to say, of a better class—

Mr. MICHAEL. The lines remain the same, but the bulk of the work on most of the chiefs of the bureaus has increased with the general increase of the Department.

Mr. BINGHAM. You have not had any material increase of the subordinate force because the sum total of the force is very small. What is the sum total of the force of your Department?

Mr. MICHAEL. Ninety-six; but it ought to be said that the work has increased and the responsibilities and the bulk of the work has increased for the heads of the bureaus in proportion to the work of the Department. That ought to be stated.

Mr. BINGHAM. You ask for your Chief of Bureau of Trade Relations an increase of \$250?

Mr. MICHAEL. Not an addition of \$250. We want to increase all the chiefs of the eight bureaus from \$2,100 to \$2,500.

Mr. LITTAUER. That would be an increase for that gentleman of \$250.

Mr. MICHAEL. We do not want it that way; we want to put him on the same basis as the others.

Mr. LITTAUER. You want for each one \$2,500?

Mr. MICHAEL. Yes.

Mr. BINGHAM. It is an increase of \$400 for seven chiefs and \$250 for one. That is the way your bill exhibits it. In other words, you want \$2,500 for each of the eight?

Mr. MICHAEL. Yes, sir.

Mr. BINGHAM. Now, come to the item of three private secretaries at \$1,800 each, one to each of the Assistant Secretaries. That, I think, has been before us several times.

Mr. PEIRCE. We are obliged to cripple the force of the Department in order for each Assistant Secretary to have a confidential clerk.

Mr. LITTAUER. You have them now by detail?

Mr. PEIRCE. By detail of clerks.

Mr. BINGHAM. You have these men from other lines of work?

Mr. PEIRCE. Yes; and we can not spare them.

Mr. BINGHAM. Are the other lines of work injured? Is the efficiency affected?

Mr. PEIRCE. Yes, sir; I think the efficiency is affected. We are obliged to put upon the clerks of the Department work which compels them to work overtime, which tends to cripple the Department.

Mr. BINGHAM. You find, though, good men in your force to act in

that capacity because your force is a trained force—changes are very limited?

Mr. PEIRCE. Yes; changes are limited.

Mr. LIVINGSTON. You are compelled, however, to take these men from the details of the civil service. Do you think that is the way to get a private secretary?

Mr. PEIRCE. That is the only way we can.

Mr. LIVINGSTON. Do you think that is the best way to get a private secretary?

Mr. PEIRCE. No; I do not.

Mr. LIVINGSTON. You should select men you have confidence in and know about?

Mr. PEIRCE. Certainly.

Mr. BINGHAM. You want three messengers instead of two?

Mr. PEIRCE. Yes, sir.

Mr. MICHAEL. That is, at \$840 a year.

Mr. BINGHAM. It is simply you feel you need that additional man for your general work?

Mr. MICHAEL. Yes, sir.

Mr. BINGHAM. Nine assistant messengers, at \$660 each; that is new. Where is the necessity for those nine assistant messengers?

Mr. MICHAEL. The necessity consists in this: We have not had enough of assistant messengers to meet the requirements of the service in the Department. We are compelled every summer, for instance, when men are on their annual leave, to employ substitutes for a month, or two weeks, or three weeks, or six weeks, and if we have any labor to do we have to detail assistant messengers to do labor in the packing room—in room 10, where we put up stationery and goods for the embassies abroad and for our ministers and consuls and consular agencies.

Mr. BINGHAM. Is your work in summer up to normal conditions, or is it less than normal? Is there not an abatement of activity of work in the summer? Because I judge that is the period when a large number of the higher officers of the Department are also absent.

Mr. PEIRCE. The correspondence is just as great.

Mr. BINGHAM. As I understand, you have now 1 chief messenger, 2 general messengers, and 16 assistant messengers, making 19, and now you want to increase that force by 9. How many divisions have you in the State Department?

Mr. MICHAEL. We have eight bureaus, the Secretary and the three Assistant Secretaries, and the chief clerk's room, and the mail room.

Mr. BINGHAM. In fact, you have a messenger at every door?

Mr. MICHAEL. Yes, we have to have, and at one door two.

Mr. BINGHAM. Well, I can not see the force of these additional messengers.

Mr. MICHAEL. Of course I can not explain it to you. We have to rob Peter to pay Paul all the time.

Mr. BINGHAM. That is an exceedingly large allowance for a Department with the number of bureaus you have.

Mr. MICHAEL. We have in addition to that the stationery room from which all the embassies and ministers abroad and the consuls and consular agencies are supplied with stationery. All of these subordinate stations are supplied from our Department, and there are times when we have to take three or four men from the doors and make one messenger do the service of two, which is very often an inconvenience, to do this work of handling the goods which we send

out to seven or eight hundred ambassadors, ministers, consuls, and consuls-general. We find in consequence of that a great inconvenience to the service, and that the service is crippled by it and we actually need nine more.

Mr. BINGHAM. Three coachmen at \$720 each; coachmen for what?

Mr. LITTAUER. You have those now?

Mr. MICHAEL. We have no coachmen at all.

Mr. LITTAUER. But you detail?

Mr. MICHAEL. We detail an assistant messenger to drive the Secretaries' carriages.

Mr. LITTAUER. Wherein comes the three carriages?

Mr. MICHAEL. The Secretary's carriage and one carriage for the Third Assistant and one for the Assistant Secretary—

Mr. LITTAUER. There are three Assistant Secretaries.

Mr. MICHAEL. But Mr. Adee has his own carriage. The three are provided by law.

Mr. LITTAUER. Three are supposed to be supplied?

Mr. MICHAEL. Mr. Adee supplies his own and his own horse, and you recall you made an appropriation two years ago, which went into effect a year ago, for two new carriages for the Assistant Secretaries and for the Assistant Secretary and the Third Assistant and that let us purchase the carriages and horses and part of the harness, and now we have no drivers for them.

Mr. LITTAUER. Where are the carriages and horses maintained?

Mr. MICHAEL. In the stable on K street.

Mr. LITTAUER. Paid for out of your contingent fund?

Mr. MICHAEL. It is mostly; yes.

Mr. LITTAUER. Do you suppose that these coachmen should be simply coachmen, drivers; certainly the Department is not on wheels all the time?

Mr. MICHAEL. Well, they are pretty nearly, whenever business requires it.

Mr. PEIRCE. These coachmen take care of the horses.

Mr. LITTAUER. The horses are taken care of at the stable?

Mr. PEIRCE. These are the men who attend to the work at the stable.

Mr. MICHAEL. Each man takes care of his own horse and harness. We have never been allowed any stablemen.

Mr. LITTAUER. I am of the opinion the other Departments run a detail just as you do. There is not enough work to class the men as being continually employed during his eight hours.

Mr. PEIRCE. I beg your pardon; every one of these men is employed not only his eight hours, but more.

Mr. MICHAEL. And sometimes ten or twelve hours.

Mr. PEIRCE. And they have to wash the carriages, and care for the horses, and clean the stables; and all that work is done by these men.

Mr. MICHAEL. We have no stablemen except these, and you will recall recently a coachman by name was appointed for the Assistant Secretary of the Navy, and by the Civil Service Commission, and, under the exception made by the President, asked for the appointment of the coachman. We have not looked very carefully to see how many, but I think some have coachmen appropriated for by name. We have a mail wagon that is running all the time.

Mr. PEIRCE. Our express service is pretty heavy.

Mr. BINGHAM. Four laborers, at \$600 each. Wherein has your labor force absorbed a larger amount of work?

Mr. PEIRCE. The increase in shipping, for one thing.

Mr. BINGHAM. Now, you have asked us for a line of the most subordinate force—9 assistant messengers, 3 coachmen—what you might call the humblest line of employment, and more than double your existing condition.

Mr. PEIRCE. But our existing conditions are wholly inadequate.

Mr. BINGHAM. You must be in "Poverty Flat?"

Mr. PEIRCE. We are in "Poverty Flat," and you keep us there, and we want you to help us out and put us in a respectable condition.

Mr. MICHAEL. Let me say we are trying to put our force in a systematic, methodical shape. We have not a single laborer on our roll; you must bear that in mind.

Mr. BINGHAM. You have one laborer.

Mr. MICHAEL. We have not any.

Mr. BINGHAM. But you use your messenger force?

Mr. MICHAEL. We will take away from assistant messenger duties these men and put them on manual labor, and then we draw them back and perhaps while they are working there we will need one of these and he will have to go back on the door for messenger service, and then when he has performed the duty which is pressing we send him back to wrestle with boxes and things of that kind.

Mr. PEIRCE. We have not a single man on the laboring force—

Mr. BINGHAM. Of course you have not, because you have men on the messenger force to whom you give \$60 more than you give to a laborer.

Mr. MICHAEL. Seven hundred and twenty dollars, and we are using them for laboring purposes when the emergency arises.

Mr. LITTAUER. For this class of work for which you now have a force of 19 you want a force of 37, and it is a very strong increase.

Mr. MICHAEL. I should like to have some of the committee come in and see our packing room, for instance, and see what work is going on there. You see, we have got a great number of consulates which we have to furnish with supplies, typewriters, and various apparatus necessary for their work. We send them American goods. We do not want to buy foreign goods and send to them because it would not be proper, and that packing and shipping is a very important thing. You see, there are some five hundred consulates, and that means a great deal of work. We have a limited number of typewriters to give to the consulates. We can not give them to everyone, although we would like to do so, because we have not the means to do it.

Mr. LIVINGSTON. If we do not give you the coachmen you will keep this detail of drivers for the carriages, will you not; in other words, you are compelled to have drivers?

Mr. PEIRCE. We are compelled to have drivers and compelled to have men to take care of the horses, and they do both.

Mr. BINGHAM. Let me ask you this question: Under the organization of the Department of Commerce and Labor your Department was called upon to make a transfer of, in fact, one of your divisions?

Mr. PEIRCE. Yes, sir; a part of it; not the entire force of it.

Mr. BINGHAM. Then you come to Congress and ask that you might have a chief of bureau, at \$2,250, and a clerk of class 2, at \$1,400, and a clerk, at \$1,200, and an assistant messenger, at \$720; in all, \$5,570. In other words, the work which the statute declared should be transferred from the Department of State to the Department of Commerce and Labor you, in the depletion of your force, ask that it may be re-

turned to its original condition, notwithstanding the fact that you had made the transfer of the body of work?

Mr. PEIRCE. We made a transfer of the body of work, but you must remember by a provision of law the correspondence with the consuls and, of necessity, the correspondence with the consuls upon commercial affairs passes through the Department of State, and before the consular reports go to the Department of Commerce they must be edited in the Department of State. A consul is not a diplomatic officer.

Mr. BINGHAM. In other words, then the original conditions continue to run and your Department to do the same line of work and act as intermediary?

Mr. PEIRCE. With some reduction of force.

Mr. BINGHAM. Do they in their estimates recognize that reduction?

Mr. LITTAUER. It seems to me it is an increase of force. You practically do the same work you did before, except you do not publish. You edit what you send to the Department?

Mr. PEIRCE. We do do the publishing; that is to say, the printing is still done under our direction, and these galley proofs are sent over.

Mr. BINGHAM. Then, as I understand it, the original conditions have not changed save the distribution.

Mr. LITTAUER. But you have just as many heads of division as you had before, and then you have this additional clerk of class 2, one clerk of class 1, and one assistant messenger that was added to the force of your Department. You have just as many?

Mr. MICHAEL. We have in the new Bureau a head, one man who was in the old Bureau. We have one man, a \$1,200 clerk, and one messenger at the door. That is the force now, and prior to that we had four; there were three transferred to the other Department.

Mr. LITTAUER. Where do you deduct that number of clerks? I do not see there is any deduction.

Mr. MICHAEL. You allowed us an increase of some \$900 clerks last year and we have transferred—

Mr. LITTAUER. We gave an increase for this new Bureau.

Mr. PEIRCE. You must remember that last year you gave us an increase, but you did not give us the increase we asked for, and hence we have not the clerks to do the work; and so far as that particular Bureau is concerned the Bureau is reduced—that is very true—by four, and we are still inadequately equipped in the other Bureaus with clerks to do the work.

Mr. LITTAUER. You are the gainer by the transfer.

Mr. MICHAEL. Not by the transfer, but by the kindly consideration of the committee. You must remember, since you have it in your mind, there are only four people included in the Bureau at this time, whereas formerly there were nine. As a matter of fact, there were five. We retained one and assigned him to other duty, and then four were transferred.

Mr. BINGHAM. Come to your incidentals. I see you have run on the basis of \$6,000 and \$7,500. Will you have any deficiency this year in stationery, furniture, fixtures, and repairs?

Mr. MICHAEL. We are behind, I think, about \$1,400 now.

Mr. BINGHAM. Does your Department, as well as the other Departments, feel that when Congress directs an appropriation for contingent expenses that you go on ad libitum and equip and furnish and do what you choose and then come in and ask for a deficiency?

Mr. MICHAEL. Well, we have been compelled to ask for a deficiency right along for years and years. We have to have certain things; we have to have, for instance, food for the horses, and we have to have necessarily the things for running the stable.

Mr. BINGHAM. My point is, where comes in the element of a recognition of the economy which the legislation directs?

Mr. MICHAEL. We are not able to keep within that; we are not able to do it and to run the business of the Department.

Mr. PEIRCE. You do not give us what we ask for.

Mr. BINGHAM. Now, "books and maps and books for the library" was the reading in the preceding statute. You bring in "periodicals, domestic and foreign, for the library." Why does not "books and maps and books for the library" cover the whole question, or does the Comptroller throw your purchases out?

Mr. MICHAEL. Well, we have difficulty with the Comptroller right on that point.

Mr. BINGHAM. He does not claim that it allows the purchase of what?

Mr. MICHAEL. Well, periodicals.

Mr. BINGHAM. The fight is on the word "periodicals," I guess. He does not consider periodicals a book?

Mr. MICHAEL. No; and we are up against him right along, and he is absolute.

Mr. BINGHAM. You want another brougham?

Mr. LITTAUER. Do you not get them to-day under the general appropriation? That reads here, "miscellaneous items not included in the foregoing."

Mr. PEIRCE. Suppose we buy a horse and he goes lame and you have to replace him. As it is now we can not do it.

Mr. LITTAUER. Do you not actually do it by getting money out of this final item?

Mr. MICHAEL. There has not been money enough.

Mr. LITTAUER. But you could buy horses out of the appropriation as it stands now?

Mr. MICHAEL. Surely if we had the money, but we have to keep the money for other purposes.

Mr. LITTAUER. What you need is an increased appropriation, and you ask it to be increased from \$4,000 to \$9,000?

Mr. BINGHAM. You not only ask an increase of \$5,000, but you want the purchase of a brougham additional?

Mr. MICHAEL. The Secretary's brougham is 20 years old. It was secondhand when we got it and it has been in use in the Department seventeen years, and it costs more every year to keep in repair than it is worth.

Mr. BINGHAM. It seems to me this in effect is a creation of almost an entire new equipment of horses, wagons, and harness.

Mr. MICHAEL. About that item it would appear from the clause there that that was simply the stable, but you must remember there is the telegraphic and telephone and electric apparatus and a great many other things are included in that.

Mr. BINGHAM. But I understood you have been running on \$3,000 to \$4,000 for general expenses?

Mr. MICHAEL. That is true; but every year we have had a deficiency.

Mr. BINGHAM. The difference between \$4,000 and \$9,000 is \$5,000, and then there is the addition of \$1,500, which really means \$6,500,

and there is no other place for it to go to except for horses and wagons.

Mr. PEIRCE. I beg your pardon.

Mr. BINGHAM. This \$6,500 means of necessity stable equipment.

Mr. PEIRCE. We estimated last year \$4,500 and you gave us \$4,000, and to-day it is expended and we are behind.

Mr. BINGHAM. You mean you have expended the entire amount?

Mr. PEIRCE. Certainly.

Mr. BINGHAM. That is where I want to bring in, if possible, some legislative supervision, if I may call it so, that when we give you an appropriation for \$4,000 you will have to keep within it.

Mr. PEIRCE. If you give us an inadequate appropriation and we have to keep within it, we will have to stop.

Mr. BINGHAM. Giving you the \$4,500 that you asked for and then adding \$1,500 makes \$6,000. Now, that means nothing but new wagons and new horses.

Mr. PEIRCE. I beg your pardon, it does not. In the first place, we have had to increase our stable. The estimate of \$4,500 was made on the basis of former years, and we have got two new carriages and two new horses, and that means more room, and it means more food, and it means more everything.

Mr. LITTAUER. What does it cost a year, for instance, to maintain a horse?

Mr. MICHAEL. We estimate on the basis of \$11 a month for each horse; that is, food and bedding. Then there is stable rent and there is the man to take care of the horse.

Mr. LITTAUER. I would suppose it would be a total amount of \$20 a month for each horse. That would be fair for Washington, as I understand it. Now, where do you get this very large increase in the estimate? What do you want to do with it?

Mr. MICHAEL. You seem to have the thought the increase is due to the stable. To be sure, it is due partly to the stable; that is, to the two horses and two carriages and harness, subsistence, and so on; but here we have in addition to that to meet the requirements of the service in the Department by the making of cabinets for the index room for the card indexes we are having made and all repairs and all the manufacture of needed furniture that is made in the Department by a man named Johnson, and that is covered in that—

Mr. LITTAUER. And that has been covered in years past?

Mr. MICHAEL. And we pay him from \$1,800 to \$2,300 a year for his work, and that is going on all the time.

Mr. LITTAUER. Is it very much greater now than before?

Mr. MICHAEL. No, sir; not so much greater; just what proportion of increase I can not say. Then there is the telegraphic and telephone service, and all the express, towels for the Department, and everything of that kind comes out of this, and all that is increasing all the time.

Mr. BINGHAM. Have you anything additional to state?

Mr. MICHAEL. There are street-car tickets, rubber stamps, dating stamps, newspapers, domestic and foreign, express and freight charges, soap, telephone service, washing towels, carpets and rugs, care of clocks, gas, ice, repair of carriages, mail wagons, etc.

Mr. BINGHAM. That is what you include?

Mr. PEIRCE. That is only some of the items; there are many items, and the business of the Department is increasing and you have never given us enough.

FRIDAY, *December 11, 1903.*

TREASURY DEPARTMENT.

STATEMENTS OF MESSRS. C. H. KEEP, ASSISTANT SECRETARY,
AND W. H. HILLS, CHIEF CLERK.

Mr. BINGHAM. In the Secretary's office you submit one clerk of class 4, who shall be a physician. That is entirely new?

Mr. KEEP. Yes.

Mr. BINGHAM. How many clerks can come under this man's service?

Mr. KEEP. There are 2,700 in the Department, exclusive of the Bureau of Engraving and Printing. We are now using a clerk from the Sixth Auditor's office. He goes out and investigates cases of leaves of absence on account of illness, to see whether the clerks are in fact sick. This is to have a clerk, who is a physician, to be assigned to duty to investigate cases of this kind.

Mr. BINGHAM. It is to endeavor to find out whether they are malingering?

Mr. KEEP. Yes, sir.

Mr. BINGHAM. Or to ascertain whether or not they are simply staying away?

Mr. KEEP. Yes.

Mr. BINGHAM. It is not alone as to the physical care, but also to maintain the discipline of the office?

Mr. KEEP. Yes.

Mr. LIVINGSTON. Are you aware of the fact that the Post-Office Department had a utilitarian clerk employed in this manner, and the Postmaster-General dispensed with his services last summer because he had nothing to do?

Mr. KEEP. An employee is absent from the office, and it is to ascertain whether he is sick. If the Department has reason to believe that the sickness is not severe, is feigned, or that the clerk ought to be at work, he is for the purpose of making an investigation of the matter. It is in the interest of discipline.

Mr. BINGHAM. There are over 5,000 employees altogether?

Mr. KEEP. Yes.

Mr. BINGHAM. You are not willing to take the certificate of a doctor?

Mr. KEEP. The misfortune is that a good many find it easy to get such a certificate. If a doctor is asked to give a certificate and refuses the patient is apt to go to another doctor. A physician does not like to refuse, and physicians do grant a good many certificates.

Mr. LIVINGSTON. Don't you think that this physician will be as much prejudiced against the clerks as an ordinary doctor would be prejudiced in their favor? Will not this new appointee want to curry favor with the Department? Don't you think it would be a hardship on the clerks?

Mr. KEEP. It would be exactly the contrary. He would be willing to give them the benefit of the doubt, because, naturally, his sympathy would be on the side of a sick person.

Mr. LITTAUER. Is this system going on now?

Mr. HILLS. Yes.

Mr. LITTAUER. With what result?

Mr. HILLS. With an excellent result. He spends three-fourths of

his time visiting people absent without permission, and he has inspected a great many cases. It is for the efficiency of the service.

Mr. BINGHAM. In the office of the chief clerk you ask for "one clerk of class 3" additional.

Mr. LITTAUER. Does the force keep up the work?

Mr. KEEP. No; they are running behind.

Mr. LITTAUER. Have you ever had that condition before?

Mr. KEEP. No; we have not.

Mr. HILLS. I will say that in my office we have not had an increase in the number of clerks in twelve years.

Mr. LITTAUER. Have you any details?

Mr. HILLS. Yes; we have one or two temporary details.

Mr. BINGHAM. "Wireman, \$900."

Mr. KEEP. That is in lieu of a skilled laborer at \$720. The wireman should be \$900, and the skilled laborer \$720.

Mr. BINGHAM. Does he do that work now?

Mr. KEEP. Yes. We can not get a competent man at \$60 a month.

Mr. HILLS. He can get \$4 a day outside.

Mr. BINGHAM. There is a decrease of three charwomen, sent to the Department of Commerce and Labor; there are 87 charwomen. You cut off three charwomen?

Mr. KEEP. Yes.

Mr. LITTAUER. They gave up the Builders' Exchange, in which they were, and they gave up the charwomen also. These are merely matters of transfer.

Mr. HILLS. Yes; in compliance with the law.

Mr. BINGHAM. Ten carpenters; you had eleven. There is a decrease of one, transferred to the Department of Commerce and Labor.

Mr. LITTAUER. Why do you call them "cabinetmakers?"

Mr. KEEP. They are cabinetmakers.

Mr. LITTAUER. I would like to take up right here the subject of the transfers to the Department of Commerce and Labor. The Department of Commerce and Labor was established, and five of the twelve bureaus came out of the Treasury Department. The law says that not only those directly transferred, but all others whose work was contingent upon transfer should go with the Department. You have practically taken out of the estimate but a few individuals. How can you properly drop so few people when you transfer five bureaus out of twelve?

Mr. KEEP. The five bureaus transferred were small bureaus. The ones left were big ones, and contain a great many more people than the five bureaus transferred.

Mr. LITTAUER. Your work surely has been much decreased because of the establishment of the new department?

Mr. KEEP. I do not think so.

Mr. LITTAUER. You now do no work in connection with the Light-House Board, and Coast and Geodetic Survey, the Bureau of Standards—

Mr. KEEP. Some of that work is still done.

Mr. LITTAUER. But in a less degree.

Mr. KEEP. So far as keeping the warrants is concerned, it is the same. They pay the bills and handle the money.

Mr. LITTAUER. They have so many less bills to pay.

Mr. KEEP. They pay the Department of Commerce and Labor, as well as the other Departments.

Mr. LITTAUER. In that Bureau, yes; but as you go along here on

the general subject I can not see where there is any decrease in the subordinate force in the Treasury Department, because of the elimination of the very considerable work transferred to the Department of Commerce and Labor.

Mr. HILLS. You have just taken up the chief clerk's office.

Mr. KEEP. Some were transferred from the chief clerk's office.

Mr. LITTAUER. Three charwomen and 1 cabinetmaker, and a few others. In what other way is the office affected?

Mr. HILLS. In no other way is the chief clerk's office affected.

Mr. BINGHAM. Have you any idea of the number of men on your subordinate force in the Treasury Department that has been transferred?

Mr. HILLS. I could not give it to you definitely, because if you take the Coast and Geodetic Survey—

Mr. BINGHAM. You can send it to us?

Mr. HILLS. Certainly.

Mr. LITTAUER. The Secretary of Commerce and Labor refers to a provision authorizing the transfer. There were two clerks and two watchmen, one cabinetmaker, seven charwomen; Light-House Board, the Steamboat-Inspection Service, the Shipping Commissioner's Office, the National Bureau of Standards, and the Commissioner-General of Immigration, the Commissioner of Immigration, and the Bureau of Immigration—all the Immigration Service was detached.

Mr. HILLS. As a matter of fact, you want simply to consider the number in Washington which constitute those bureaus. If you go outside of that service, that is another proposition.

Mr. BINGHAM. Then, that has been the only subordinate force transferred to the Department of Commerce and Labor?

Mr. LITTAUER. Not more than four or five of the subordinate force have been transferred?

Mr. HILLS. The Light-House Board, the Light-House Establishment—

Mr. LITTAUER. Take them all together. What work was done by the Treasury Department which has been eliminated by the transfer of the Light-House Board?

Mr. HILLS. You will find along further what has been eliminated. The Bureau of Immigration service at large was eliminated. If that is taken out, the number would be reduced to five.

Mr. BINGHAM. You have in the Division of Stationery, Printing, and Blanks, one clerk, at \$900, and an assistant messenger transferred to the Department of Commerce and Labor under this provision; but they are not taken out and there was a constant decrease in the work of the division. I really think that we ought to have some clearer understanding of this provision, which, it was expected, was going to cover a large force of the Treasury Department.

Mr. KEEP. It will take 100 people out of the Treasury Department. Messengers and assistant messengers are a part of the force.

Mr. LITTAUER. Only three clerks?

Mr. KEEP. No; the whole office.

Mr. LITTAUER. They are all doing separate work of bureaus, as well as general work of the Treasury Department?

Mr. KEEP. The work was all done in there.

Mr. HILLS. The immigration service, and the Commissioner-General of Immigration were taken out. That would convey the idea of the number of people. I do not think the Bureau of Immigration has more than 10 or 12 clerks.

Mr. LITTAUER. But did not their going out entail less work in the Department?

Mr. HILLS. For the disbursing officers, yea. If you turn to the office of the appointment division, you will find that there are one or two clerks transferred to the Department of Commerce and Labor.

Mr. LITTAUER. Then one or two in connection with other bureaus makes a considerable total.

Mr. HILLS. It would not require two clerks in the disbursing office to pay the clerks in the immigration service. It would not require more than half the time of a clerk. In the appointment division they have practically only one or two persons.

Mr. BINGHAM. How many do you claim were transferred bodily from your Department to the Department of Commerce and Labor?

Mr. HILLS. I have said, approximately 100.

Mr. BINGHAM. Then you have now 100 less clerks doing all the work not transferred to the Bureau of Commerce and Labor?

Mr. HILLS. Yes.

Mr. BINGHAM. Can you give us a list of the number, together with the amount of compensation carried?

Mr. HILLS. Yes.

Mr. BINGHAM. Have you, in making your estimates for the next fiscal year, recognized the fact that your force has been depleted because the work has been transferred, and have you presented in your recommendations to Congress estimates for that much less compensation?

Mr. HILLS. Yes, sir.

Mr. KEEP. The estimates were subjected to the closest scrutiny. They were all taken up by committees, and the personnel was gone through with very carefully. Where there was any question about the number of persons in the estimate, the officers making the sub-estimates were required to explain them, and they were materially cut down from those handed to the Secretary. Of the 77 increases of salaries estimated to the Secretary, when the committee got through there were only about 6.

Mr. BINGHAM. What is your sum total of increase of the personnel?

Mr. KEEP. I can show you. The total number of increases in the office recommended in the estimates submitted to the Secretary in the first instance was 373 increases in the force, and 101 positions were dropped in those original estimates, so that there was a net increase of 272.

Mr. BINGHAM. And that number was submitted?

Mr. KEEP. When the committee got through they were reduced to 109.

Mr. BINGHAM. In other words, this bill carries what increases of salaries?

Mr. KEEP. Of the 77 different positions which were recommended for increases only 6 were favorably considered.

Mr. LITTAUER. There are estimates for increases of salaries of 6 individuals?

Mr. KEEP. Yes; and only 109 additional places passed through the winnowing process.

Mr. LITTAUER. That 109 was about the same number that was transferred to the Department of Commerce and Labor?

Mr. KEEP. Yes, sir.

Mr. BINGHAM. On what is it based?

Mr. KEEP. On the growth of the business.

Mr. BINGHAM. The natural growth of the Department?

Mr. KEEP. Yes, sir.

Mr. BINGHAM. I think we understand that.

Mr. LITTAUER [to Mr. Bingham]. It is not yet clear to my mind why there has not been a much greater decrease in the force because of the elimination of this part of the work. As we go through the different bureaus and divisions I would like to have you point out what decrease has taken place in connection with the elimination of this work.

Mr. BINGHAM. In the bill you will find reference has been made to the transfers to the Department of Commerce and Labor.

Mr. LITTAUER. You have just referred to the division of appointments. How many people are there in the division of appointments?

Mr. HILLS. Probably 15 or 16.

Mr. KEEP. Twenty-seven altogether.

Mr. LITTAUER. Of those you could only drop one?

Mr. KEEP. Two, I think. That is a greater percentage than the number of employees that went out of the building.

Mr. LITTAUER. Probably so.

Mr. KEEP. It would not offset the work.

Mr. LITTAUER. A greater number of employees for the proportion of the work?

Mr. KEEP. Yes, sir.

Mr. LITTAUER. It is not a great number in view of the list here.

Mr. KEEP. We dropped 2 out of 29—about 7 per cent of the Treasury force. I do not think 7 per cent of the work went out of the building, unless Mr. Hills is mistaken.

Mr. LITTAUER. I think more than 7 per cent of the work went out.

Mr. KEEP. I do not see why the proportion should not be the same so far as the division of appointments is concerned.

Mr. TAYLOR. I have been trying to get at this information, and I want to see if I can agree with Mr. Littauer upon the same lines. I have noticed what Mr. Littauer was trying to arrive at. You have removed quite a number of your force to the Department of Commerce and Labor. Did that removal affect the division of book-keeping and warrants materially?

Mr. KEEP. Not at all.

Mr. TAYLOR. Then Mr. Littauer is correct as to that proposition so far as concerns the division of bookkeeping and warrants. Did that affect the work of the division of customs?

Mr. KEEP. Not at all.

Mr. TAYLOR. If it did not affect that work at all, you have not made any change in that respect, and the work in that division was not affected by the force that you transferred to the new Department?

Mr. KEEP. No, sir.

Mr. TAYLOR. Can you say why that is the case, according to Mr. Littauer's inquiry?

Mr. KEEP. The work of the Department is divided into various divisions, each of which has its own sphere of work. Certain divisions are moved bodily out of the building. It could make no difference in the customs division that the Light-House Board was removed to another Department. Neither did the removal of the bureaus affect in any particular way the customs division.

Mr. LITTAUER. In the division of appointments, one clerk of class 4 and one assistant messenger were dropped. How many appointments were supervised by this division of appointments? How many employees are there in these bureaus?

Mr. KEEP. Over 100.

Mr. LITTAUER. Where are they?

Mr. BINGHAM. They are transferred to the Department of Commerce and Labor.

Mr. KEEP. The Light-House Board has gone out.

Mr. LITTAUER. They have gone out?

Mr. KEEP. About 100 for all of the bureaus transferred.

Mr. LITTAUER. About how many in the Coast and Geodetic Survey?

Mr. KEEP. We did not consider the Coast and Geodetic Survey, because it is separate.

Mr. LITTAUER. Still they were under your supervision?

Mr. KEEP. The direction of the work was; but the officers handled the accounts and the bookkeeping work just as it is now. It makes no difference in the bookkeeping at all.

Mr. LIVINGSTON. You transferred certain bureaus to the Department of Commerce and Labor, and the work all went with it, and it has made no material difference in the divisions remaining in the Department?

Mr. KEEP. That is true.

Mr. LITTAUER. I can not understand why the supervisory force has not been less.

Mr. KEEP. Say there were 50 men taken out in five bureaus. That would not make any material difference in the machinery. This work is so interlocked that we can not make the separation. It involves the same work, whether there were 50 or 45.

Mr. HILLS. It received careful consideration. They got all they were entitled to. I could not give them a clerk, because the work involved in one office would not require the service of one man two days in a year. How was I going to deal with that?

Mr. LITTAUER. Do you say that the work of the Coast and Geodetic Survey would not take more than two days in a year?

Mr. HILLS. They have a disbursing clerk of their own. That is entirely separate. I had nothing to do with that. We would not expend a thousand dollars a year in that building in repairs. They have their own appropriation for brooms and brushes. There is no connection between that office and my office.

Mr. KEEP. It is a bureau separate from the Treasury Department.

Mr. TAYLOR. Will you turn to page 60; you will find the appropriation for 1904, \$606,320, and the estimates for 1905 are \$611,000; and yet you have decreased the force by five bureaus?

Mr. KEEP. Five small bureaus out of some forty. The force of people has been decreased 150 people out of 2,700.

Mr. TAYLOR. This year the appropriation was \$606,000, and for next year you ask \$612,000?

Mr. KEEP. I think the estimates were increased more than that.

Mr. TAYLOR. You asked for \$5,000 increase in salaries, and you have decreased the force to the extent of five bureaus.

Mr. HILLS. The Auditor for the Post-Office Department asked an increase of a large number of people. That partly accounts for it.

Mr. LITTAUER. That is not included in this?

Mr. TAYLOR. That is purely salaries for divisions of the Secretary's office.

Mr. HILLS. That comes in the recommendation of the Secretary for increases in salaries of employees for the customs division.

Mr. LITTAUER. It does not amount to anything in these figures?

Mr. KEEP. It is \$500.

Mr. LITTAUER. It is trifling.

Mr. KEEP. There has been an increase of force in the Secretary's office. Just about that amount would be dropped by reason of the transfers. They have dropped three laborers and four charwomen which were not on the rolls last year.

Mr. LITTAUER. That was on one building.

Mr. KEEP. But it came out of the estimates, just the same.

Mr. LITTAUER. They were \$606,000 last year.

Mr. KEEP. But they are not included this year. It is made up by the people who are counting money.

Mr. BINGHAM. Mr. Hills will give us a statement of the number of men transferred bodily from the Treasury Department to the Department of Commerce and Labor. He will give us also the sum total of the money appropriated to pay that body of men. I would like also to have him give us, in round figures, the number of increases of salaries asked in the entire Department. The Assistant Secretary has said the increase was six or seven. Mr. Hills should also give us the sum total of the new force, and also the sum total of the number of additional force asked for over the existing force after the deduction of transfers to the Department of Commerce and Labor have been made. That will make the proposition clear.

Mr. LITTAUER. I think that will cover it.

Mr. HILLS. It applies to the Secretary's Office.

Mr. BINGHAM. Your whole force?

Mr. KEEP. The entire Department.

Mr. BINGHAM. The Treasury Department?—because we are talking about the Treasury Department.

Mr. KEEP. Certainly.

Mr. BINGHAM. Division of customs. There is an increase in salary of a chief of division. That we understand. This clerk of class 1—why that increase?

Mr. KEEP. That is for our stenographer.

Mr. LITTAUER. You eliminated two clerks.

Mr. KEEP. The idea is to change the three, so that one will get \$1,200, and that one is our stenographer.

Mr. BINGHAM. Division of loans and currency, page 63 of the bill. These increases asked for are simply cases of increased work.

Mr. KEEP. As to the 12 in the division of loans and currency, those 12 people are on detail from the Bureau of Engraving and Printing, and we will put them on our own roll. There is no probability that the number will ever be any less. The business is increasing all the time. The chief of division reports that they are engaged in counting distinctive paper and mutilated money. The paper from 1890 to 1903 increased 68 per cent and the notes increased 355 per cent, while the force employed increased only 75 per cent. The increase is due to the new methods and to avoid the overtime work.

Mr. BINGHAM. The Revenue-Cutter Service is the same and miscellaneous is the same.

Mr. KEEP. The division of printing and stationery is called the division of stationery, printing, and blanks. Last year this was put in the estimates to be changed, but the change was not made. I would like the name changed to the division of printing and stationery.

Mr. LITTAUER. There is one bureau I would like to take up clearly. The Department of Commerce and Labor has made a demand on us for a considerable force in connection with stationery, and surely the work of the bureau transferred from your department must have decreased the work?

Mr. KEEP. It has somewhat. Only two people were transferred.

Mr. LITTAUER. Out of how many?

Mr. KEEP. Two out of 26.

Mr. LITTAUER. Ten per cent.

Mr. KEEP. It exceeds the percentage of work that was transferred. The chief of the division is asking for the same force. He needs one extra clerk and one extra messenger in his department on account of the work. I saw him go over it in detail. I know that the very valuable time of an \$1,800 clerk was used to a great extent in doing messenger work, because they were short a messenger. The messenger was engaged in the packing room and worked overtime. He worked until 5 or 6 at night. They need more people.

Mr. LITTAUER. The increased business seems to be about equal to the transfers.

Mr. KEEP. It is a question of getting at the proportion of the work transferred. The amount of business transferred out of the Department is small.

Mr. BINGHAM. What is the sum total of the employees of the Treasury Department?

Mr. KEEP. About 2,600.

Mr. BINGHAM. It is 1 to 26?

Mr. KEEP. Yes; the work is greater, and we want them replaced.

Mr. LITTAUER. So there will be no diminution in the amount?

Mr. KEEP. No, not at all.

Mr. BINGHAM. The division of mails and files is the same, and it is the same as to special agents?

Mr. LIVINGSTON. Why does he want two disbursing clerks instead of one? Why not have one disbursing officer instead of two?

Mr. KEEP. It is on account of the quantity of work.

Mr. LIVINGSTON. Can you not keep one man on duty at a time?

Mr. KEEP. Yes.

Mr. LIVINGSTON. Are they bonded, and do they sign checks?

Mr. KEEP. Yes; they are bonded and have their own divisions.

Mr. LIVINGSTON. Each keeps separate accounts?

Mr. KEEP. Yes; they are entirely separate.

Mr. BINGHAM. How much do they disburse in a year?

Mr. HILLS. Somewhere about three or four million dollars each; they not only pay the clerks in the Treasury building proper, but also the outside service to a very great extent—the agents, etc. They do not pay the customs nor the internal-revenue people, but they pay a large number of agents. They pay the employees connected with the erection of public buildings.

Mr. LIVINGSTON. I did not understand why they had two disbursing officers and the other Departments have only one.

Mr. HILLS. We have had two for the last twenty-five years; they are both busy men.

OFFICE OF THE COMPTROLLER OF THE TREASURY.

Mr. BINGHAM. The Comptroller of the Treasury; he seems to want \$11,000 increase.

Mr. KEEP. That is a matter in which the Secretary is very much concerned. Under the law the Comptroller of the Treasury has power to make revision of the Auditor's decisions on his own motion. His force has never been organized so that he could take that up. He has

power to do it under the law, and the Secretary wanted to organize that so that it could be done. He wants to take it up in a systematic manner, and the change is with that view. It is proposed to take four expert accountants he now has and add two more, making six, to revise the Auditor's decisions, and to replace the four expert accountants with two law clerks, one clerk of class 4, and one typewriter and copyist.

Mr. LITTAUER. And the necessity for that work has been shown?

Mr. KEEP. It is considered to be a strong additional safeguard for the accounting system that there should be a way for making appeal from the Auditor's decisions, so that the Comptroller may look into it so far as he thinks it ought to be looked into.

Mr. BINGHAM. It amounts to a reorganization or an abolition of the general practice as to decisions?

Mr. KEEP. Yes; it is to carry out the provisions of the Dockery Act. With this increase they can carry out the act exactly as it is intended to be carried out.

OFFICE OF AUDITOR FOR THE TREASURY.

Mr. BINGHAM. The Auditor for the Treasury Department asks for two more clerks?

Mr. KEEP. Yes. He wants a net increase of two.

Mr. BINGHAM. He needs two more?

Mr. KEEP. He needs two more. The services of four clerks were formerly employed on work transferred to the Department of Commerce and Labor, but these clerks can not be given up, and now in reality this increase will mean six. The office has got behind in its work in settling claims growing out of the changes in the internal-revenue act and the regular work of the Department.

Mr. LITTAUER. It is temporary work?

Mr. KEEP. It is temporary work. The accounts of the collector of customs of Porto Rico were adjusted and settled for the first time. They had to have a clerk who could speak the Spanish language. During the fiscal year of 1905 there will be a large amount of extra work on account of the various exhibits at the St. Louis Fair. We must send a man to St. Louis.

Mr. BINGHAM. That is the argument for it?

Mr. KEEP. Yes, sir.

Mr. LITTAUER. There is a note on page 69 that the clerical force for the liquidation of manifests of vessels and cars arriving in the United States from foreign countries with merchandise intended for consumption should be included in the general force of this office, and not specifically designated as it is now.

Mr. KEEP. Yes.

Mr. LITTAUER. Do you know whether the force now is kept separate?

Mr. HILLS. It is kept separate.

Mr. LITTAUER. What do you mean by the words "liquidation of manifests;" checking off?

Mr. HILLS. Yes, sir.

OFFICE OF AUDITOR FOR WAR DEPARTMENT.

Mr. BINGHAM. Office of the Auditor for the War Department; you have had \$297,000 for the past five years.

Mr. LITTAUER. And in addition they have had the \$101,000 given for continuing the additional force rendered necessary because of increased work incident to the war with Spain. Has not that work now so much decreased that you can afford to give up a large portion of this temporary force?

Mr. KEEP. On the contrary, the work is still behind in that office. There have been a number of clerks detailed from this office to other offices, and he has been clamoring for his detail back again lately.

Mr. LITTAUER. Then properly we could drop them here and put them in somewhere else?

Mr. KEEP. They have already put them in.

Mr. LITTAUER. Well, it is not our idea to appropriate for a large increased force in any one Department for the purpose of detail. Is not the expenditure now very much less?

Mr. KEEP. In some Departments it is less; but you will see the total expenditures of the War Department have decreased slightly, river and harbor expenditures have increased, and the military are increasing.

Mr. BINGHAM. He audits the river and harbor vouchers?

Mr. KEEP. Yes, sir.

Mr. LITTAUER. The report of the Secretary of War shows a considerable decrease every year—1902, \$79,000,000; 1903, \$70,000,000.

Mr. KEEP. That is the military expenditure alone. The total expenditure of the War Department last year was upward of \$120,000,000.

Mr. BINGHAM. The last river and harbor bill was \$30,000,000.

Mr. LITTAUER. This is simply for the military establishment. The river and harbor work would be in addition. Fortifications have not increased in the last two or three years; they have run along at about \$5,000,000; river and harbor work has been running along about the same for the past two years. In 1903 it was \$30,000,000, in 1904 it was \$31,800,000, practically the same, and the civil establishment has gone down somewhat, so that it would seem that notwithstanding there is a considerable decrease in the expenditures of the Department the auditing force still continues at its highest point.

Mr. KEEP. Yes; the War Department expenditures are just the same as last year; they have not decreased at all.

Mr. LITTAUER. Is there any work not up in this Bureau?

Mr. KEEP. There is work that is not up. I had the Auditor before me this morning, and his report shows that in some portion of the work he is farther behind than a year ago. So many people have been taken away from him and put on places——

Mr. LITTAUER. Does he ask for a permanent detail of this force?

Mr. KEEP. He asks that the detail be brought back as quickly as possible. I have figures that show the state of the work at the end of the last fiscal year. He had on hand at the end of the fiscal year 1902 in the quartermasters' division 5,917 unsettled accounts and at the end of the last fiscal year 3,468, and when you come to the military-claims division he had on hand June 30, 1902, 2,657, and on June 30, 1903, 4,134. He lost there as much as he gained in the other place. On the whole, however, he is catching up.

Mr. LITTAUER. There is no desire to reduce the number of clerks in spite of the fact in some cases it seems evident there is less work to be done?

Mr. KEEP. He was a long way behind in his business and is catching up somewhat.

OFFICE OF AUDITOR FOR NAVY DEPARTMENT.

Mr. BINGHAM. Office of Auditor for Navy Department, he wants more.

Mr. LITTAUER. We gave him 11 clerks last year.

Mr. KEEP. He gave very cogent reasons why he should be given the clerks he asks for.

Mr. LIVINGSTON. The long note at the bottom of the page explains it.

Mr. KEEP. I think his own note explains it as fully as possible.

Mr. LITTAUER. He had an increase of 11 clerks given him last year?

Mr. HILLS. Yes, sir; but you dropped almost a corresponding number from the rolls of the Auditor for the War Department.

Mr. KEEP. There were 20 more paymasters added.

Mr. LITTAUER. Here, again, we have an additional force of 19 clerks made necessary because of the increase incident to the war with Spain. Is that work still continuing incident to the war with Spain?

Mr. KEEP. There is the increased size of the Navy and increased expenditures.

Mr. LIVINGSTON. We are in the Philippines and killing some a day or two ago.

Mr. LITTAUER. In other words, you want these 19 practically written into your permanent force because of the work incident to the war with Spain in the Navy Department?

Mr. BINGHAM. But you have had for three or four years an increase in the Navy.

Mr. LITTAUER. Then let it be increase of the Navy.

Mr. BINGHAM. The war with Spain is only explanatory as to the conditions relative to the original increase. Then that reason has gone by because the work incident to the war with Spain is virtually concluded, but now comes in the other fact as a justification for increasing that force that we have built a very considerable body of Navy since that date.

Mr. LITTAUER. That, in other words, we want a permanent force to take care of that body of the Navy instead of putting it in here as a temporary additional force.

OFFICE OF AUDITOR FOR THE INTERIOR DEPARTMENT.

Mr. BINGHAM. Auditor for the Interior Department. He stands just as he is to-day.

OFFICE OF AUDITOR FOR STATE AND OTHER DEPARTMENTS.

Mr. KEEP. There is a slight increase of force there.

Mr. LITTAUER. And from these very Departments came largely the bureaus that were transferred to the Department of Commerce.

Mr. KEEP. At least four or five of the increase of force that he asks for is due to the creation of the Department of Commerce and Labor and new work that comes into his office in that way.

Then the Census Bureau was transferred from the Interior Department, and then there is the entirely new work of the Department of Commerce and Labor, such as the Bureau of Corporations, with agents traveling about, and their traveling accounts; then there is an item of one examiner, \$2,000, which is for the purpose of examining the offices of the disbursing officers of the District of Columbia. It is the

duty of that examiner, in connection with the examiner appointed from the force of the Comptroller of the Treasury, to go and visit every office and see the way they keep their accounts and try to discover any troubles before they result in any loss.

Mr. BINGHAM. I see also, according to the note on page 73, wherein the Book of Estimates goes into some detail, among the auditing work to be done by the Auditor for the State and other Departments is included the auditing of the Department of Labor and Commerce.

Mr. KEEP. In connection with the Auditor for the Treasury Department I said the increase of two was really an increase of six, because—

Mr. LITTAUER. But in the establishment of this new Department bureaus were taken out of other Departments—the Treasury Department—and while there is no decrease of force, there is still provision made for the extra work. That is one of the problems I can not understand.

Mr. KEEP. In connection with the Auditor for the Treasury Department, who was the only man who lost any work by reason of its going to this Auditor, I said the increase of two was really an increase of six, and he needed them on account of reasons I gave—Porto Rico, the St. Louis Exposition, etc.

OFFICE OF AUDITOR FOR THE POST-OFFICE DEPARTMENT.

Mr. BINGHAM. Auditor for the Post-Office Department, do you want to take that up?

Mr. KEEP. I will ask Mr. Fenton, of the Auditor's office, to speak in regard to that.

Mr. BINGHAM (to Mr. Fenton). Will you give us the reason for this very large increase of \$90,000?

Mr. FENTON. I can do that better by the individual class of each that we have asked for.

Mr. BINGHAM. And that can be made a part of our notes.

Mr. FENTON. Coming to the fourth-class clerks, we ask for an addition of 4. We also ask for an addition of 7 clerks of class 3, an addition of 10 clerks of class 2, and an addition of 13 clerks of class 1, and an addition of 11 clerks at \$1,000 each, and an addition of 5 in our clerks at \$900 each. The Auditor in making up his estimates, as the Assistant Secretary has stated, made his estimate on the basis of 195 additional people. His statement in his report is that it is necessary for him to have 120 people to take care of the actual increase and growth of the postal business.

Mr. BINGHAM. In other words, of the 195 additional clerks asked for by the Treasury Department—

Mr. FENTON. By the Auditor for the Post-Office Department in his estimate submitted to the Secretary's office. The estimates come to you in the shape of 88 for that office and I am simply using it to show the difference between the Auditor's figures submitted to the Secretary's office and the reduction made by the Secretary, that the Secretary's office has reduced it from 195, which is his judgment, and he has placed it in his report as being necessary to take care of the increased work and some additional work he contemplates doing.

Mr. GILLETT. What is that work?

Mr. FENTON. There was a duly appointed committee, appointed by the Secretary of the Treasury nearly a year ago, that went through the accounting offices, including the Auditor for the Post-Office Department, that made certain recommendations to the Secretary which were

regarded as of a confidential nature, and he is contemplating the putting into effect of a great many recommendations of that committee, and among other things in this total of 195 that the Auditor requested 70 out of the 195 were to carry out the new suggestion made, which he believed would make a more perfect audit possibly of the accounts than has been done heretofore.

Mr. LITTAUER. Those, however, were not included in the 88?

Mr. FENTON. The committee on personnel, to which the Assistant Secretary has referred, took up the estimate as submitted by the Auditor, and have gone over the entire situation, including the necessary force to take care of the increased work, together with the recommendations of the committee, and they have arrived at the result presented to the committee here, namely, 88 people, or in all making a reduction from 195 down to 88 persons.

Mr. LITTAUER. But 70 of those, or such proportion of 70, were to carry out some new system?

Mr. FENTON. Yes.

Mr. LITTAUER. Do you know how many were practically chosen for that work?

Mr. FENTON. There was a number, and in that connection I simply want to make a word of explanation in regard to that estimate of 70. As a member of that committee I was thoroughly familiar with the needs and requirements of the help necessary to carry out this new system. The chiefs of divisions in the Auditor's office, when they were asked for a statement as to the number of people they thought would be required to carry out these new suggestions, made their estimates on an entirely erroneous presumption in other words, they did not perceive the correct intention of the committee. One of the chiefs of division, in fact, asked for 18 additional people to take care of work that the committee did not consider it necessary to take half a man to do, and it is not worth speaking about.

Now, the committee on personnel eliminated that entirely. There are 24 people in the estimate providing for 70, estimated for by a chief of division to audit what we call the railway mail transportation accounts. That contemplated in the estimation of the chief of division who made the estimate of receiving from the Post-Office Department or from the weighers of the mail the original weights that are taken by the original weighers on the railway postal cars, sending duplicates to them and the Auditor for the Post-Office Department.

Mr. BINGHAM. That is weighed every year?

Mr. FENTON. Every four years. Now, his idea was that the committee desired these original weights to go to the Auditor's office and that the Auditor would make a computation exactly the same as is now made in the office of the Second Assistant Postmaster-General, and when those were made one would be a check upon the other as to the correctness of the computation of the weights, but there would still be no check as to the correctness of the weights themselves, they being taken by the one person. Now, the committee in its judgment thought that would not be a sufficient check to warrant the expenditure of the amount of money necessary for the increased help; that it would be nothing more than a duplication of the work already done in the Second Assistant Postmaster-General's office; but the committee did believe this, that the weights that are now certified by the Second Assistant Postmaster-General upon which the rate of pay for the service is based, that is what the statute provides, that that computation as to whether or not they are the correct weights—for instance, 5,000

pounds per mile is entitled to such and such a rate as provided by statute—now, those weights come to the Auditor at the present time—

Mr. BINGHAM. Primarily.

Mr. FENTON. As being certified from the Second Assistant Postmaster-General. They come to him primarily and he makes computation and ascertains what was the correct rate per mile per annum of the different railroads, and he certifies these vouchers to the Auditor for the Post-Office Department—

Mr. BINGHAM. As a basis for settlement?

Mr. FENTON. Yes. Now, without taking any steps as to the ascertainment of the correctness of that rate of pay, the Auditor accepts it without question as a basis. He has not had the force necessary to do that. Now, the chief of division, when asked the question as to the number of people it would take him to make these computations, said it would not take over two or three persons as contradistinguished from the 24 it would take if he had these original weights.

Now, that is weighing the mails. Now, second-class postage matter is another matter, and we looked the whole matter through so far as these recommendations for these additional checks were concerned that would involve the employment of any additional people. But these divisions conceived this erroneous idea that it was going to magnify their work and to give them an opportunity to get a large increase of force, and they estimated that it would take at least 70 people to do it, and the Auditor has placed it in his report based upon their statements made to him.

Mr. LITTAUER. Explain the increase of 88. Is there any particular reason except the general natural increase?

Mr. FENTON. I think more than that, and will call the committee's attention to this fact that the money-order business is growing at a tremendous rate. We have had for the past six months off and on in the neighborhood of from 29 to 30 people detailed from the Auditor of the War Department. That has been necessary in order to keep the work up current at the present time. Now, we contemplate that during the next fiscal year—

Mr. BINGHAM. You mean you have in fact borrowed from the Auditor of the War Department.

Mr. FENTON. And from other bureaus in the Treasury Department.

Mr. BINGHAM. How many?

Mr. HILLS. That statement will have to be modified; that is misleading.

Mr. FENTON. I say from the various bureaus of the Treasury Department.

Mr. BINGHAM. All told, how many?

Mr. FENTON. About 20. It differs sometimes. We may have 20, sometimes only 15, and sometimes 29.

Mr. BINGHAM. How long do you use them?

Mr. FENTON. As long as the law would permit us to use them.

Mr. LITTAUER. The auditing of the money orders is practically a separate division of this Auditor's office.

Mr. FENTON. Yes.

Mr. LITTAUER. How many of the force are engaged on that work?

Mr. FENTON. There are 376, and with the details it makes 400 on money-order business alone.

Mr. BINGHAM. Has your Auditor ever submitted a proposition or

statement whereby there might be a full compliance with the law and reduction of that force?

Mr. FENTON. He has done so in nearly every annual report he has submitted since he has been there.

Mr. BINGHAM. Would it reduce the force?

Mr. FENTON. No, sir; not reducing the force.

Mr. BINGHAM. Has he suggested a change of law that would reduce the force?

Mr. FENTON. No, sir; I think not.

Mr. LITTAUER. He has suggested a change of system?

Mr. FENTON. More a change of system, and it has been to throw about it greater safeguards and to keep the work up current. That has been the constant strain we have been under in that office for, lo, these many years. The committee in Congress has from time to time given large increases; but notwithstanding the large increase of force we are behind.

Mr. LITTAUER. Has there been such positive suggestion from the Auditor to call the attention of Congress that there might be such changes wherein there might be more safeguards and a reduction of force would follow?

Mr. FENTON. No, sir; that is impossible, in view of the fact our service is growing, unless you abolish the money-order business and abolish caring for the postal service.

Mr. LITTAUER. That is a general remark that signifies very little. The theory you go upon is, you are now operating under the most economical character of administration. My question is whether there has been such an examination into the general administration of the service that there could not be devised some administrative system whereby there might be a reduction both as to force and as to the amount of money?

Mr. FENTON. I am frank to say to you in my own opinion there can be some method devised by which there would be a general reduction of force with the same safeguards thrown around it that it has now, and possibly better than at the present time, but that involves a change in the general money-order system?

Mr. GILLET. How many clerks do you have in this money-order division?

Mr. FENTON. We have 376 that are actually engaged in the money-order business, and with the details we have from time to time it runs up to about 400 people.

Mr. GILLET. Does the Government get back out of the money-order system what it costs to maintain the money-order system?

Mr. FENTON. No, sir; I think Captain Castle has shown in his report that the money-order business is not a self-sustaining business if it was properly charged with all the expense of administration, together with the other expenses connected with the money-order business.

Mr. BINGHAM. That Mr. Loud, two years ago in a speech on the floor, made very clear to everyone, that the money-order system did not maintain itself if everything was included.

Mr. GILLET. How large a force is it to which these 88 are to be added?

Mr. FENTON. The present Auditor's office has 600 people, to which there is this addition of 88; but in that connection there are two messengers, three assistant messengers, three charwomen, so that there

are eight people; there are really only 80 people who will be actually in use for the purpose of auditing the money-order accounts.

Mr. BINGHAM. When you speak of the sum total of the force you include even this character of people?

Mr. FENTON. Yes, sir.

Mr. LIVINGSTON. Could you not increase the cost to the purchaser of the money order and make that self-sustaining, or are you afraid the express companies will get the business?

Mr. FENTON. That is a question I think you will probably have to ask the administrative department rather than the auditing department. I am not in a position to answer that. It comes exclusively under the jurisdiction of the Postmaster-General and Congress. The fee, in fact, is fixed by an act of Congress itself.

Mr. GILLETT. It has been reduced, has it not?

Mr. FENTON. Not since the Dockery Act went into effect.

Mr. LIVINGSTON. Do I understand the fees are fixed—

Mr. FENTON. By act of Congress.

Mr. GILLETT. Was not the reason the fee was reduced that the express companies were getting the best part of the business?

Mr. FENTON. I am not in a position to say why Congress, in its judgment, saw fit to reduce that.

Mr. BINGHAM. I do not see that the express companies are getting much. What was the sum total of the business of the money-order department last year?

Mr. FENTON. The total amount of domestic money orders issued during the fiscal year ending June 30, 1903, was \$46,545,476—that is, domestic money orders issued. That is an increase of 189 per cent over the domestic money orders issued June 30, 1892, ten years ago. It has increased 189 per cent in that period of ten years.

Mr. BINGHAM. How about your foreign money orders?

Mr. FENTON. I have not got the international business just right at hand. The domestic value as estimated for 1905 will reach \$64,805,000. That is based upon the actual growth of the system. It runs from 10 to 17 per cent increase each year.

Mr. BINGHAM. Is the purpose of the note at the bottom of page 74 to take this business out of your Department?

Mr. FENTON. No, sir; I do not so understand that. The purpose of that, gentlemen, is this, that in the administration of the force of the Auditor's office for the Post-Office Department it is the judgment of the Auditor and those who are associated with him that it frequently arises that there are accounts presented there for settlement that the Auditor is in need of additional information in relation, to and the only method that he has at the present time is to send them back to the Executive Departments from which they emanate and which gives it its executive approval. There are instances arising in which the Auditor has reason to believe there is information he ought to have and evidence he ought to have sufficient to satisfy him that it is proper for him to make the audit.

Mr. LITTAUER. Is not that tantamount to officers of the Treasury Department entering into the work of the Post-Office Department?

Mr. FENTON. No, sir; far from it. The Auditor for the Post-Office Department is charged by law with the duty of examining and settling accounts arising under the Post-Office Department. Now, when an account comes to that officer it is just as much under his jurisdiction and as exclusively so as it possibly can be, and he is charged with the duty of seeing that it is correct in every particular, and it has been the experience that we have had accounts come there that did not

meet the requirements of the accounting office, and they were sent back to the Executive Department, and they would be adjusted and fixed up and sent along and, in fact, urged that they be passed in the condition in which they were in. Now, the Auditor seeks to equip himself with the machinery necessary to obtain this information if in any way from an independent source than from the Executive Department which passes the account to him.

Mr. LITTAUER. In other words, you enter into an examination of the Department's methods instead of reviewing vouchers and information from the Executive Department. It would be practically having a number of men traveling about seeking information in local post-offices also instead of receiving this information from the Postmaster-General's office.

Mr. FENTON. These accounts do not come through the Post-Office Department; they are received from the post-offices themselves. The postmasters render accounts direct to the Auditor. There are a number of accounts which do come, however, through the Executive Departments, and that is in the nature of claims, and that is the general administration. I do not wish the committee to get the idea that this contemplates that these men shall be traveling all the time.

Mr. BINGHAM. These are only in reference to money orders?

Mr. FENTON. Or anything that arises under the jurisdiction of the Auditor.

Mr. BINGHAM. Did it have the approval of the Postmaster-General?

Mr. FENTON. It has the approval of the Secretary of the Treasury, under whose Department it comes.

Mr. LITTAUER. Is there special need for this in the Auditor's office for the Post-Office Department rather than in connection with any other Auditor's office?

Mr. BINGHAM. I should think this is the only one, because this office is a big office.

Mr. LITTAUER. It is big in the line of money orders; eliminate the money orders and it is not so big.

Mr. BINGHAM. I do not see how there could be a justification for any great examination in connection with money orders.

Mr. FENTON. It is not only money orders but all classes of business. When you say the money-order business is the principal part of the money-order department, it is only about half of it. The postal service, as you all well know, has grown tremendously in the last few years; it is growing and branching out—

Mr. BINGHAM. You have relations, there is no doubt of the fact, with a larger number of independent accounts, because you have relations with every money-order office.

Mr. FENTON. And every post-office, and there are 76,000 post-offices.

Mr. BINGHAM. That is your reason for this proposition?

Mr. LITTAUER. This would apply as well to the Auditor for the Interior Department as to the Post-Office Department.

Mr. FENTON. It is in the nature of an experiment; that is, we believe it is a good thing. The Secretary of the Interior believes it is a good thing and so recommended it to Congress, and it is a step in the direction for the purpose of throwing greater safeguards around the accounting system, and I simply want to make this one statement in addition to what I have said: It is not a proposition that these men shall travel on the road all the time; it is simply to give the Secretary the authority to designate certain persons to go out.

Mr. LITTAUER. We can understand that.

Mr. LIVINGSTON. Now, imagine an illustration; how will you get

this information through the postal parties? Make a case and let us have it as an illustration.

Mr. FENTON. The postmaster at Chicago, for instance, or take one at some other office, possibly where we have not as complete an organization as we have in Chicago—of course our large cities, like Chicago, St. Louis, etc., are just as well equipped as the Auditor's office of the Post-Office Department is itself—but take a less important office which yet would be classed as a large office, and frequently matters arise pertaining to these accounts in the post-office that the postmasters can not get right through correspondence and channels of that kind, and it is especially true of the smaller class of offices. You take a new postmaster, his clerks, and everything of that kind, and it is almost impossible to get them to correctly understand the requirements and the needs of a proper accounting system, and we write and write, and we have to send post-office inspectors, and there is not a day that we do not make a call on an average of 10 or 15 on the Post-Office Department for a detail of post-office inspectors to go out and instruct these postmasters in what to do. Of course the inspecting force has been very largely engaged in other lines of business during the past year, and our service has suffered very materially by reason of that fact that these inspectors have been engaged on other work.

Mr. LITTAUER. Is not this the work of inspectors of the Post-Office Department rather than employees under the Auditor's office?

Mr. FENTON. We claim not, for this reason: The work of the inspectors is largely that of a depredation character and of the consideration of postmasters in the administrative work of their offices. We make a distinction between the accounting system and between the administrative work of a post-office. It is the duty of the postmasters to render their accounts. It is very difficult to get the postmasters to render their accounts correctly and along the right channel. No, sir; this is no new idea; this is a subject which has been presented to the committees in Congress in Mr. Howard's time, when he actually asked for a detail or creation of five inspectors who were competent among the clerks of the office to do this very thing, and it is a growing necessity.

Mr. LITTAUER. You ask these five to be under the Treasury Department instead of under the Post-Office Department?

Mr. FENTON. We ask that the Secretary of the Treasury be authorized to detail five clerks from the employees of the Auditor's office who may from time to time examine and report upon any account under his jurisdiction.

Mr. GILLET. You ask for five new clerks?

Mr. FENTON. No, sir; we simply ask for traveling expenses. The appropriation from which this could be paid is under Mr. Hills, and they can not give it and never have given it, and the appropriation does not provide for it; it is not large enough to permit that to be done.

OFFICE OF THE TREASURER.

STATEMENT OF MR. ELLIS H. ROBERTS, TREASURER OF THE UNITED STATES.

Mr. BINGHAM. Your contention is for an increase of force?

Mr. ROBERTS. That is the substance. In this sense, however: We have now the same number of people that I asked for, having 43 per-

sons on detail, practically all from the Bureau of Engraving and Printing.

Mr. BINGHAM. In other words, you have to-day, from the Bureau of Engraving and Printing, 43 details?

Mr. ROBERTS. Yes, sir. The reason is, if you desire that explained, the very great increase in the notes of small denominations. The tendency is to withdraw all the notes except gold certificates above \$10, and to substitute notes of denominations of ones, twos, fives, and tens. The result has been an increase since the 1st of October, 1903, up to December 7 of 17 per cent in the number of pieces handled there. The increase has been 17 per cent in the number of pieces over a corresponding number of pieces of last year, and of 19.5 per cent in the amount for a like period. We have had an increase, as you will find in the Treasurer's report, on page 42, from 1901 to 1902, of 23.6 per cent in the number of pieces, and from July 1, 1902, to July 1, 1903, 22.1. In the first quarter of this year, which precedes the October statement I have given you, the number of pieces redeemed was 7,801,000 greater than the first quarter of 1903, while the value of the increase was \$23,348,000, and in per cent for the quarter 22.1 for the first quarter of this fiscal year.

Mr. LITTAUER. The increase is about 22 per cent a year?

Mr. ROBERTS. Yes.

Mr. LITTAUER. Now, you were given a large increase of force for the year ending July 1, 1903, were you not?

Mr. ROBERTS. No.

Mr. LITTAUER. Two years ago?

Mr. ROBERTS. No, the increase was from 333, July 1, 1901, to 433, just a hundred.

Mr. BINGHAM. What did you have the next year?

Mr. ROBERTS. We had 24 in the next year, to the 1st of July of this year.

Mr. LITTAUER. Last year's bill gave you a small increase, and the year before that a proportionately large one, and the year before that—

Mr. ROBERTS. Practically nothing for this year.

Mr. LITTAUER. Nine additional, I think.

Mr. ROBERTS. We have had, as I say, this detail of 43, and a large part of them came in this week, but a part of it began July 1. Now, I ought to say to this committee I have always erred in presenting a case to the committee in not asking for enough, because I have always figured on the conditions existing at the time of the statement and have not looked into the future, and I am frank to say if you will give me these 43 people which are included in the estimate I can not guarantee to you we will not have to be detailing from the Bureau before the year is through.

Mr. BINGHAM. What increase do you ask for under this bill?

Mr. ROBERTS. I have asked for 45, I think. When I say we have a detail of 43 I have asked for that detail, and two more are on the way.

Mr. BINGHAM. You have asked for an increase of 45?

Mr. ROBERTS. Yes, sir. This is an increase of 27 on the roll of the Treasurer proper and 18 on the roll of the agency which is reimbursable; that is, in the Treasurer's office, but we keep the accounts separately.

Mr. LITTAUER. Will you please look up the matter as to the increase given? If I mistake not you said for the year 1902 your force was increased from 333 to 433.

Mr. ROBERTS. Yes; but that included details of 32.

Mr. LITTAUER. Then the next year, 1902-3?

Mr. ROBERTS. The increase was from 433 to 457.

Mr. LITTAUER. I have here 91 additional force.

Mr. ROBERTS. I give the figures of our people on the roll on the 1st of July of this year.

Mr. LITTAUER. The year before last in the appropriation bill for your Department there were 91 new offices created.

Mr. ROBERTS. No.

Mr. LITTAUER. That is, for the year ending 1st of July last there was no increase?

Mr. BINGHAM. When you say you made this on your roll you included that detail?

Mr. ROBERTS. Yes, sir.

Mr. BINGHAM. There is where the point of difference comes in. When he speaks of the roll he included the detailed force of the Bureau of Printing and Engraving.

Mr. ROBERTS. With the reimbursable.

Mr. LITTAUER. Of the reimbursable there were only nine.

Mr. KEEP. The Treasurer has just stated he has asked for 27 additional employees in the estimates of his own office proper. On the face of the estimates it only shows 15, but on day before yesterday the Treasurer brought in a letter explaining the necessity for 12 more people, and asked that the estimate be granted accordingly, and 12 more have been detailed in the last two days from the Bureau of Engraving and Printing. He wants 15 plus 12 for his own office.

Mr. LITTAUER. And how many for the other office?

Mr. ROBERTS. Eighteen.

Mr. BINGHAM. Those you want of a permanent character?

Mr. ROBERTS. This letter that the Assistant Secretary has referred to perhaps has not reached you.

Mr. LITTAUER. Your new estimate increases your estimate how many individuals?

Mr. ROBERTS. Twelve on the Treasurer's regular roll.

Mr. GILLETT. Well, these details from the Bureau of Engraving and Printing—does that mean there are over there men who are not needed and whom they can spare to you?

Mr. ROBERTS. On the contrary, the stress over there has been such that I have had to drop temporarily the receipt of ten packages of currency that we really need day by day until the Bureau can restore the equilibrium by adding new people to the roll.

Mr. GILLETT. That simply means, you consider your stress greater than theirs?

Mr. ROBERTS. The situation is simply this: The money comes in for redemption. We struggle to count it every day. We are not able to do it, and as the flood reaches a height that we think is dangerous then we appeal for help. The growth of the demand for small notes is something phenomenal. This is true. Since the close of November, 1902, and the close of November, 1903, the ones outstanding have increased from \$76,000,000 (not to give the exact figures) to \$83,000,000. That is to say, an increase of \$7,000,000. The twos have increased from \$45,000,000 to \$48,000,000, an increase of \$3,000,000.

Mr. GILLETT. May I ask there, has there been any corresponding diminution of the silver dollar?

Mr. ROBERTS. Oh, no, sir. The full amount is outstanding. We have, for example, in all the offices of the Treasury to-day about

\$800,000 only; all the rest of the silver dollars are outstanding or represented by silver certificates. Now, the fives have increased from \$348,000,000 a year ago to \$361,000,000 at the beginning of this month. That is \$13,000,000 increase. The tens have increased \$2,000,000, and of course there has been a like diminution in the larger denominations.

Mr. BINGHAM. That has been increasing since the 30th day of June of last year?

Mr. ROBERTS. We have been increasing ever since I have had the administration of the Treasurer's Office.

Mr. GILLET. Do you mean that this increase of small bills has been at the expense of the large bills?

Mr. ROBERTS. Oh, yes.

Mr. GILLET. But there is the same volume—not an increase of volume?

Mr. ROBERTS. No; we can not increase United States notes beyond \$346,000,000, so that such notes are going into tens. We can not increase the silver certificates based on dollars standing against them, so that the result is that the silver certificates are going into fives, twos, and ones.

Mr. GILLET. And that has nothing to do with the national-bank circulation at all?

Mr. ROBERTS. No, sir; except in the aggregate that I have given you of the denominations of the national-bank notes the ones and twos are nominal and the fives are only one-third of the circulation of the respective banks.

Mr. BINGHAM. It is reasonable to suppose this phenomenal increase of ones and twos are largely the competitor of the silver dollar?

Mr. ROBERTS. Well, if you state it that way, but this is true: Silver dollars are not popular for circulation except in the mountains and West or among the Southwest people.

Mr. BINGHAM. I understand that. They form no element of consideration with us here.

Mr. ROBERTS. No. What I have said refers also to an increased number in reimbursable items. This included a number of which I have been speaking.

Mr. BINGHAM. What is your compensation now?

Mr. ROBERTS. Six thousand dollars.

Mr. LITTAUER. Do you wish an increased force in connection with the reimbursable part of your work?

Mr. ROBERTS. There is a copy of the letter which I sent—

Mr. BINGHAM. Do you—

Mr. ROBERTS. I state here that the redemption of national banks shows an increase of 14.29 per cent. The largest redemption in any month was \$24,000,000. The notes returned during the year amounted to \$193,000,000. The number of banks were greater by 492 at the close of the year than at its beginning, and there was an increase in the twelve months of the notes outstanding of \$56,000,000, or 15.98 per cent, and in order to do this business we have had this detail from the Bureau, and I ask in the urgent deficiency bill there shall be a sum appropriated sufficient to return to the Bureau the salaries of these people during the period they have been employed.

Mr. BINGHAM. That comes in the deficiency?

Mr. ROBERTS. It would be \$12,000.

Mr. BINGHAM. Now, as I understand, in this item you desire this additional force, 14 expert counters at \$800 each. One clerk of class 3, two clerks of class 2, and one assistant messenger, and that makes

up the difference between the \$86,680 and \$104,000. That is your estimate of the necessities of the service?

Mr. ROBERTS. Yes, sir.

Mr. LITTAUER. You say there will be a deficiency of \$12,000 in the appropriation of last year?

Mr. ROBERTS. For the payment of salaries of the people detailed from the Bureau. We can create no deficiency ourselves.

Mr. BINGHAM. In this permanent force employed in the redemption of national currency, etc., have you any details from the Bureau of Engraving and Printing doing that work helping you?

Mr. ROBERTS. Yes, sir.

Mr. BINGHAM. And you propose if you get this to send them back to the Bureau of Engraving and Printing.

Mr. ROBERTS. So far as the appropriation is concerned, yes. So far as the individuals are concerned we would retain them upon our roll, transferring them.

Mr. BINGHAM. And let the Bureau of Engraving and Printing go to the Civil Service for their force on the ground that these people are somewhat experienced?

Mr. ROBERTS. Yes, sir. I do not know whether this table includes the estimates as I have submitted them or not.

Mr. LITTAUER. Do you not see everything in there?

Mr. ROBERTS. The Treasury Department ought to say that it asks nothing for itself; it asks simply for what it believes to be essential to the public business. I have asked you to consider a further item, to wit, that the banks should pay a reasonable sum for the services of the Treasurer in connection with the redemption. When the act establishing the agency was passed it was declared that the banks should pay the expenses of the redemption.

Mr. BINGHAM. Oh, yes; that is the theory.

Mr. ROBERTS. The Treasurer has been supervising the Department and has never received any pay for that service.

Mr. BINGHAM. How long have you been in?

Mr. ROBERTS. Since Mr. McKinley came in, going on seven years. No bank would want services rendered to it for nothing, it occurs to me, and the proposition strikes me as a plain business proposition that the Treasurer should be paid for the work that he does.

Mr. GILLET. Is not that part of your duty as Treasurer?

Mr. ROBERTS. It was not at the time the salary of the Treasurer was fixed.

Mr. GILLET. But, of course, duties can be enlarged at any time?

Mr. ROBERTS. Yes; duties can be enlarged.

Mr. GILLET. What I meant is simply whether that is really outside of your duty or not under the law; whether you are doing that voluntarily or whether the law makes it a part of your duty?

Mr. ROBERTS. The law provides that this redemption agency shall be in the Treasurer's office, and therefore under his control. It is only one of several things that the Treasurer does without pay. He is commissioner of the sinking fund of the District of Columbia, for which he receives no pay; that is outside. This is something done for institutions that can afford to pay for it, that under the law we call upon to pay for the expenses of redemption, and the oversight of the redemption of \$200,000,000 a year as a part of it, to my mind, is not clear. There are many other facts that could be submitted, but I do not wish to take up your time.

Mr. BINGHAM. I think we generally understand the work of your Department.

Mr. ROBERTS. I would like to have you come up and see. This redemption division gets out at 5 o'clock sometimes. One day this week it was a quarter past 6.

Mr. BINGHAM. You mean the workers, that the work is so heavy that they could not get out before that time?

Mr. GILLETT. You mean the clerks do?

Mr. ROBERTS. Yes, sir.

Mr. GILLETT. They get no pay for that, I suppose?

Mr. ROBERTS. No, sir. If there is anything else I can say I would be glad to say it. I have a statement of the growth of the small denominations for a series of years, if you care to put that in your hearings.

Mr. BINGHAM. I think it will make the exhibit more intelligent. I will ask the clerk to put that in as a part of your testimony.

Mr. ROBERTS. It runs back to the beginning of the paper-money issue in 1862.

Paper currency outstanding of the denominations of \$1, \$2, \$5, \$10, and \$20 at the end of the fiscal years cited, except that the national-bank notes are given for October 31 in the years 1865, 1870, and 1875.

Fiscal year.	One dollar.	Two dollars.	Five dollars.	Ten dollars.	Twenty dollars.
1862.....			\$38,940,000	\$35,470,000	\$33,240,000
1865.....	\$19,781,421	\$20,914,512	180,725,699	162,788,813	114,282,785
1870.....	26,154,772	32,422,890	171,999,361	162,972,432	117,140,654
1875.....	31,372,914	29,191,534	155,521,965	171,199,890	132,836,402
1880.....	23,019,354	22,238,773	166,010,823	190,645,131	149,107,627
1885.....	25,407,419	25,546,045	157,170,120	221,238,403	195,203,093
1890.....	34,798,323	25,615,949	211,871,811	261,425,886	195,237,520
1895.....	41,832,324	28,131,232	247,375,499	285,461,962	227,964,104
1896.....	44,537,358	29,083,566	265,481,184	299,691,016	210,567,880
1897.....	46,273,324	30,071,400	267,479,752	299,063,827	207,488,416
1898.....	49,640,862	31,851,280	275,688,617	306,450,397	216,440,186
1899.....	55,861,307	34,114,021	287,156,930	321,710,742	229,639,506
1900.....	60,160,301	37,876,386	292,753,989	369,040,682	284,435,296
1901.....	63,928,162	40,354,514	305,207,834	369,458,472	307,138,276
1902.....	71,147,930	42,557,459	327,565,154	421,210,002	315,254,706
1903.....	82,367,781	46,874,238	349,073,307	461,042,662	351,658,706
1903, Dec. 1.....	83,488,187	48,483,532	361,288,567	469,060,742	368,319,306

NOTE.—The decrease in ones and twos from 1875 to 1880 was caused by the retirement of United States notes.

OFFICE OF REGISTER OF THE TREASURY.

Mr. BINGHAM. The next item is the office of the Register of the Treasury.

Mr. KEEP. There is no change in that.

Mr. LITTAUER. Has he a regular large detail at this time?

Mr. KEEP. I do not think he has.

Mr. HILLS. No, sir; he has a detail of three persons.

Mr. LITTAUER. On page 78, what makes that necessity for continuing the additional force in regard to the Spanish war, etc.?

Mr. KEEP. It has become a part of his regular force and is needed for the work. I am not sure I brought the Register's letter, because there was no change in his force.

Mr. LITTAUER. I suppose they go on the theory it is five or six years since the temporary force was put in and—

Mr. KEEP. The regular work has grown up to the requirements of this force.

Mr. HILLS. That work of the Treasurer's Office increases necessarily the work of the Register's Office also, because these notes which are redeemed by the Treasurer are cut in two, one-half of which goes to the Register's Office, where they are counted, and the other half go to the Secretary's Office.

Mr. LITTAUER. Does the Register have to count them over again?

Mr. KEEP. The register does not touch the national-bank notes at all. He simply counts the other half of the notes that are counted in the division of loans and currency, where we ask for a force of 12; but a large share of the increase of the division of loans and currency is asked for, not on account of these notes, but on account of the distinctive paper for new money.

OFFICE OF COMPTROLLER OF THE CURRENCY.

Mr. BINGHAM. The next is the office of the Comptroller of the Currency.

Mr. KEEP. The facts are all stated very completely in the letter of the Comptroller of the Currency, which is found here on page 457. And I may say that the increase of the salary for the Deputy Comptroller of the Currency of \$500 is one of the very few increases of salary in the Treasury Department.

Mr. BINGHAM. I understand the others are simply the natural increase in the work?

Mr. KEEP. The other is simply the increase in work. The great increase in the number of small banks, the \$25,000 banks, is what has run up the work in this office, as it makes that many more statements to get.

Mr. BINGHAM. My own idea is that it comes from the legislation which allowed a very large number of small capitalized banks.

Mr. KEEP. Yes, sir.

BUREAU OF ENGRAVING AND PRINTING.

Mr. LITTAUER. The body of the people employed at the Bureau of Engraving and Printing come in the general appropriations for that Bureau on the sundry civil bill.

Mr. KEEP. Yes, sir; this is simply the organization of the Director's office.

MINTS AND ASSAY OFFICES.

(See also page 341.)

Mr. BINGHAM. Freight on bullion, coin, etc.; we gave you \$75,000 for the current year. What have you done? Have you expended that in proportion?

Mr. GEORGE E. ROBERTS (Director of the Mint). Well, approximately. It is safe to give us that amount, as we are likely to need it.

Mr. GILLETT. How much did you use last year?

Mr. ROBERTS. It runs pretty close to-day.

Mr. LITTAUER. Is that work pretty nearly finished? The freight on bullion is pretty well over with the coinage of silver?

Mr. ROBERTS. Yes; but that never was paid out of that appropriation. That was paid out of the general appropriation for the coinage of silver dollars. That is shipment from the minor assay offices to the mints. There is Denver, Carson, Boise, Seattle, Charlotte, Deadwood, Helena, St. Louis, and New York where we receive bullion. Then it

becomes the property of the Government at these offices and is shipped to the mints for coinage. We have no control over the amount, and we simply pay the express rates.

Mr. LITTAUER. Is not the Denver mint one for coinage?

Mr. ROBERTS. We do not do coinage there. It is a mint by statute, but not in fact.

Mr. LITTAUER. What do you want us to take up next?

Mr. ROBERTS. The first change here is in relation to the mint at New Orleans. That has been largely occupied for several years by the coinage of silver dollars.

Mr. BINGHAM. The first item is the mint at Carson City.

Mr. ROBERTS. There is no change there.

Mr. LITTAUER. One moment on Denver here.

Mr. ROBERTS. We have not submitted any estimates for it. The mint at Denver will be ready some time during the coming year.

Mr. LITTAUER. You are able to do all the work in the mints that are running?

Mr. ROBERTS. Yes, sir; while that mint will be ready, and perhaps it would be well to do so, we have not submitted any estimate here for doing coinage.

Mr. BINGHAM. You evidently the current year anticipate the completion of this as a coinage mint, but you do not see anything before you until next year?

Mr. ROBERTS. I think it will be ready for coinage during the next fiscal year, perhaps by the 1st of January a year from now.

Mr. BINGHAM. Will you use the current appropriation at Denver?

Mr. ROBERTS. Yes; but that is not a coinage institution now. The question I raise is whether there could not be an appropriation made to begin coinage operations.

Mr. GILLET. You have not suggested it.

Mr. ROBERTS. No, we have not; but I have been rather uncertain that that mint will be ready, and I am inclined to think it will be ready earlier, perhaps, than we anticipated, although we usually count on considerable delay in construction.

Mr. BINGHAM. You had better send a letter on that proposition, because if the mint is completed and it is the purpose of the Treasury Department to proceed to administer and execute we want to know.

Mr. ROBERTS. It is not completed yet.

Mr. BINGHAM. But you stand on your estimates of last year?

Mr. ROBERTS. Yes.

Mr. BINGHAM. Now, the mint at New Orleans. I understand and you understand doubtless the agreement we had upon the floor of the House with Mr. Meyer, representing the New Orleans interest. You have in your recommendations been consistent with that agreement?

Mr. ROBERTS. Yes.

Mr. LITTAUER. You have turned it into an assay office?

Mr. ROBERTS. Yes, sir.

Mr. BINGHAM. The mint at Philadelphia you leave just as it is. I see on page 109 you make a little change and put it "for wages of workmen, adjusters, and other employees." What are "and other employees?"

Mr. ROBERTS. Well, that raises a point that has been raised by the Auditor. Now, as a matter of fact, a good many years, running back as far as my relations with the service of the Government go, it has been customary to pay some people out of that appropriation who can not be considered strictly workmen and adjusters.

Mr. LITTAUER. What do they do?

Mr. ROBERTS. Well, a large number of them are a minor class of clerks.

Mr. LITTAUER. We had better have the clerks specified, had we not?

Mr. ROBERTS. The Auditor has raised that point. Now, as a matter of fact, the law provides that the clerical help—that their wages shall be determined by the Director of the Mint, with the approval of the Secretary of the Treasury. It has not been contrary to law, but if it is contemplated that all the clerical help shall be included in the first division of salary, then that is very far from being correct.

Mr. GILLETT. Then there is this other point: By the employment of workmen as clerks in one case they go under civil service and in the other they do not.

Mr. ROBERTS. They are all under civil service.

Mr. LITTAUER. It would be better to recast your clerical force than to have such a wide leeway.

Mr. ROBERTS. Take in Philadelphia, where there is a numismatic room where there are several attendants——

Mr. LITTAUER. Has the Comptroller disallowed some of your accounts?

Mr. ROBERTS. Yes, sir; he has. He has held up some accounts. So it is important that something should be done for the future. Now, the attendants in the numismatic room have been paid out of wages for workmen, and they are certainly not strictly workmen. Some of the assistant assayers are paid a per diem out of that fund.

Mr. BINGHAM. You do not increase this fund?

Mr. ROBERTS. It raises the question of whether we should go through and take out these people who do any kind of clerical work and include them in the salaries above here. This has been the custom. This appropriation above here for salaries is a mere skeleton.

Mr. LITTAUER. I suggest you give us a proper estimate on this matter, because——

Mr. ROBERTS. It includes here administrative officers. For instance, there is a bookkeeper there at \$2,500 at Philadelphia, and that, I think, is the only bookkeeper there, but he has got a lot of assistants under him.

Mr. GILLETT. The theory is to appropriate specifically for clerks and not to allow Departments to pay what they please, and it seems to me unless there is good reason for it we ought to have it remedied.

Mr. BINGHAM. You see the civil service has ruled recently that you can not take one class of workman and apply him to another class of work, and you can not take a laborer and put him at a typewriter, or any other work which is not strictly laboring work. Can you submit to us an amended paragraph, without any trouble, giving a readjustment of this?

Mr. ROBERTS. It is quite a good deal of a task, but we can do it, of course.

Mr. LIVINGSTON. Would it be possible for the United States Congress to say it could be done in the face of that ruling of the Civil Service Commission?

Mr. ROBERTS. It does not come in conflict with the ruling of the Commission.

Mr. GILLETT. I suppose we as a committee want to appropriate especially for all the clerks; we want to have it under our hand and know what we are appropriating for.

Mr. ROBERTS. I think it will help us with the Government Auditor to have it go the other way this time.

Mr. GILLETT. But it is entirely apart from the rule on which this committee acts right along.

Mr. ROBERTS. That is the way it has been going for years.

Mr. BINGHAM. Take the Philadelphia mint. Why do you need \$100,000 for repairs of machinery, expenses of annual assay commission, melters' and refiners' wages, etc.? Why do you need that much?

Mr. ROBERTS. That is the general incidental contingent appropriation, and we need it because we have been accustomed to use it and require it.

Mr. LITTAUER. What do you use it for?

Mr. ROBERTS. Take, for instance, the entire power plant, and there is the fuel and general expenses of that kind; fuel, lights, and heat. It includes a good many items.

Mr. LIVINGSTON. You say this item includes coal?

Mr. ROBERTS. Oh, yes.

Mr. LIVINGSTON. You do not specify.

Mr. ROBERTS. That is a part of the incidental expenses.

Mr. TAYLOR. But you enumerate a good many of the items.

Mr. BINGHAM. I rather think your office in its estimates has not completed your machinery and this is that there should be new machinery in there?

Mr. ROBERTS. No, sir.

Mr. BINGHAM. You need more machinery?

Mr. ROBERTS. But we have still some money on that appropriation for equipment of the Philadelphia mint. We still have some of that \$445,000.

Mr. BINGHAM. Do you need the \$100,000?

Mr. ROBERTS. We expended \$87,000 last year.

Mr. GILLETT. Why do you need so much more this year?

Mr. ROBERTS. Well, the appropriation was \$100,000 last year, and that is not a very large margin above \$87,000 expended, and the appropriation has been at \$100,000 for several years. There is also a wastage item that is charged against that, and that is a variable item and can not always be told.

Mr. BINGHAM. Is it a pretty big item?

Mr. ROBERTS. It may be; yes.

Mr. BINGHAM. Suppose you look over that?

Mr. ROBERTS. If we had a large gold coinage the wastage is a good deal more than if we had a small gold coinage. Last year we had a very small gold coinage.

Mr. BINGHAM. Will you kindly look over this item in connection with your readjustment of allowances to workmen and "other employees?"

The mint at San Francisco. Is that bookkeeper new?

Mr. ROBERTS. That is an increase of salary.

Mr. LITTAUER. In wages of workmen and adjusters you have also, "and other employees?"

Mr. BINGHAM. Do I understand that the words "and other employees" you put in simply as a precaution, with no other purpose than to continue the conditions of the old administration without those words in order that you may meet the criticisms and objections of the Auditor?

Mr. ROBERTS. Yes.

Mr. LITTAUER. You see the door that is laid open for any further

changes that may be desired to make. In other words, it gives a wide and general meaning.

Mr. BINGHAM. It is intended for that.

Mr. LITAUER. I beg your pardon; I think the clerical force is intended to be estimated for in particular.

Mr. ROBERTS. I think if it is left as it is it should be made broader. I should say at some of our offices the force of clerks is a variable number. This clerical force as it ran in here in this appropriation simply includes the administrative offices. For instance, a book-keeper was at the head of a force of bookkeepers. He has several assistants who were paid a per diem, and the weigh clerk there has several clerks in his office. Now, I suppose they have added to them from time to time and paid them under the per diem arrangement, and they shift them about.

Mr. GILLET. If in the Navy Department you compel all those to be specifically named as clerks, you ought to in this Department.

Mr. BINGHAM. All of these men are under civil service.

Mr. GILLET. It has nothing to do with the civil service.

Mr. ROBERTS. It will take a little time to recast this, because I will have to communicate with the superintendents about the wants of these people.

Mr. LIVINGSTON. What interpretation did the Comptroller of the Treasury put upon it when you came to put in the accounts?

Mr. ROBERTS. Our accounts are held up now.

Mr. GILLET. What we suggest is that this department shall be treated just as all the other departments are.

Mr. ROBERTS. I have no objections to it.

Mr. BINGHAM. Could the committee broaden this paragraph, "and other employees," so that it would not in any way lead to extravagance or bad administration?

Mr. ROBERTS. Well, I am inclined to think on the whole it is better not to make a general appropriation, I should say, as a general proposition. I would prefer this would be given this year if you can, because I could have time to communicate with my officers, as this point has been raised, and get it in a little better shape.

Mr. BINGHAM. Is the Comptroller holding back the accounts?

Mr. ROBERTS. Yes, sir; and it would help get those through. If you broaden that for this year we could get through, and if you do the other thing I do not know what I will do. I am afraid he will hold us up.

Mr. LITAUER. Our experience is that whatever we broaden never narrows.

Mr. BINGHAM. On page 111, for incidental and contingent expenses, you suggest the excluding of the words "including new machinery." Now, you have to look that up just the same as you look up the Philadelphia matter. You must understand that if you do not have something in for new machinery you can not spend a dollar next year. If anything breaks down or you have to buy a new piece of machinery you can not do it.

Mr. ROBERTS. The appropriation for new machinery at Philadelphia was \$445,185.

Mr. BINGHAM. That is the original appropriation.

Mr. ROBERTS. Up to the close of the last fiscal year the expenditure was \$394,609; so there is some \$46,000 left.

Mr. BINGHAM. And that is as much as you need?

Mr. ROBERTS. Yes, sir; and the same is true of San Francisco. We had an appropriation there of \$30,000, and we have expended \$23,000.

Mr. GILLET. How long ago?

Mr. ROBERTS. That was a year ago.

Mr. GILLET. Does that hold indefinitely?

Mr. ROBERTS. Yes, sir.

Mr. BINGHAM. Then you have a good deal of money for the purchase of new machinery at Philadelphia and San Francisco; still you want \$100,000 next year at Philadelphia, and you have to show how you expended that \$100,000 when you have the \$100,000, excluding new machinery?

Mr. ROBERTS. We expended last year \$87,000, and, as I say, there is one item chargeable against that \$100,000 which is variable, which is liable to be greater, and that is wastage.

Mr. BINGHAM. There is no change until you get to the assay office at New York, page 114.

Mr. KEEP. There is a change at Deadwood.

Mr. LITTAUER. What is the change?

Mr. ROBERTS. We have asked \$150 for the contingent expenses there. That is because of the increase of business; and we have asked an increase of \$300 in the wages of workmen. I will say that the deposits at Deadwood in 1900 were \$284,000, in 1901 were \$312,000, in 1902 they were \$504,000, and 1903 \$998,000.

Mr. LITTAUER. Are any of the other mints falling off?

Mr. ROBERTS. In New Orleans.

Mr. LITTAUER. Now, assay office at New York.

Mr. ROBERTS. I have asked there an increase of \$250 to the salary of the cashier. The assay office in New York is a very important office and the cashier holds a very responsible position. He paid out for the last three months over \$20,000,000 and received over \$22,000,000. He has no assistant, and I have provided for an assistant. The cashier stands there; he never has time to go for lunch; he eats his lunch on the counter, and he is crowded from 10 o'clock in the morning until closing.

Mr. LITTAUER. Has the business increased?

Mr. ROBERTS. Yes, sir.

Mr. BINGHAM. They do very great work there?

Mr. ROBERTS. They do. It is a very responsible position.

Mr. TAYLOR. What are the hours?

Mr. ROBERTS. It is open for business at 10 o'clock until 3, but he is expected to be there by 8, and often he does not get away until 6 o'clock. Just as a bank officer, he has to keep his books outside of the hours when he is waiting on the public. I do not believe there is a teller in a New York bank whose duties are more responsible or more arduous than his, and it seems to me the salary of \$2,500 is little enough. I have asked to raise his salary to \$2,500 and to give him an assistant—somebody who can help him at the desk.

Mr. BINGHAM. Assayer's first assistant, you ask \$250 increase?

Mr. ROBERTS. If I do not get one of these I am going to stand by the cashier, but I think the assistant assayer is worthy of it, too.

Mr. BINGHAM. You would rather have the assistant cashier?

Mr. ROBERTS. I think the cashier's salary should be increased. The cashier of the San Francisco mint has always had \$2,500. The cashier of the Philadelphia mint gets \$2,500; and, while it is not any too large for him, still the crowded condition of business is such if you go to the New York assay office you will find a line of men standing there waiting to be served and it has to be done as by a teller in a bank.

Mr. BINGHAM. In the matter of wages of workmen—messengers and other employees—that question comes in again.

Mr. ROBERTS. Yes, sir; that is in again. We have asked \$2,500 more there on account of the growth of the business. The business is growing all the time of course, and there really is not enough force there.

Mr. BINGHAM. Assay office at St. Louis is the same?

Mr. ROBERTS. You can drop that if you want to. I recommended it year after year, but I did not take the trouble to do it this year.

Mr. BINGHAM. Do you recommend again the dropping out of St. Louis?

Mr. ROBERTS. Yes, sir; I do. I have not submitted it to the Secretary, but I do not think I run any risk.

Mr. LITTAUER. How much were the deposits this year?

Mr. ROBERTS. A little over \$100,000; mostly old jewelry. It does not draw on any mining territory.

Mr. BINGHAM. Assay office at Seattle you continue?

Mr. ROBERTS. Yes, sir.

TREASURY DEPARTMENT,
OFFICE OF THE SECRETARY,
Washington, December 19, 1903.

HON. JAMES A. HEMENWAY,
*Chairman Committee on Appropriations,
House of Representatives.*

SIR: Pursuant to request of your committee the estimates for the several institutions of the mint service have been revised in order to specify the salaries for the entire clerical and administrative force, taking all positions of that character out of the estimate for wages of workmen. All of the places now added to the salary lists have been filled heretofore by per diem employees. In making the transfers from the per diem rolls there have been some slight changes in the compensation of both per diem and salaried clerks, but these changes have been readjustments for the purpose of correcting inconsistencies that have existed and to bring similar positions in different institutions to approximately the same pay. The total of appropriations for the mint service has not been increased thereby.

Excepting the New Orleans mint, the sum total of appropriations for the service last year was \$1,106,100; the sum total of the inclosed estimates for the same institutions is \$1,107,120, but this includes several items of increase submitted in the original estimate, among them \$2,500 for additional workmen in the New York assay office.

The revised estimate is submitted herewith.

Respectfully,

H. A. TAYLOR,
Acting Secretary.

Mint at Denver, Colorado: For assayer in charge, three thousand dollars; melter, two thousand two hundred and fifty dollars; chief clerk, one thousand eight hundred dollars; warrant clerk, one thousand seven hundred dollars; weigh clerk, one thousand six hundred dollars; clerk, one thousand four hundred dollars; two calculating clerks, at one thousand four hundred dollars each; three clerks, at one thousand two hundred dollars each; private secretary to assayer in charge, one thousand two hundred dollars; three watchmen, at eight hundred and forty dollars each; in all, twenty-one thousand eight hundred and seventy dollars.

For wages of workmen, fifteen thousand dollars.

For incidental and contingent expenses, six thousand five hundred dollars.

Until the mint and assay office at Denver shall become a coinage mint, in accordance with law, the present mint shall be continued as an assay office, and the business now transacted at said mint shall be continued therein, and the appropriations heretofore and herein made shall be applicable to such mint.

Mint at New Orleans, Louisiana (conducted as an assay office): For assayer in charge, three thousand dollars; assistant assayer, one thousand eight hundred dollars; clerk, one thousand five hundred dollars; six watchmen, at eight hundred and forty dollars each; in all, eleven thousand three hundred and forty dollars.

For wages of workmen, one thousand two hundred dollars.

For incidental and contingent expenses, three thousand dollars.

Mint at Philadelphia, Pennsylvania: For superintendent, four thousand five hundred dollars; assayer, melter and refiner, coiner, and engraver, at three thousand

dollars each; assistant assayer, assistant melter and refiner, and assistant coiner, at two thousand dollars each; chief clerk, two thousand seven hundred and fifty dollars; cashier, bookkeeper, and superintendent of machinery, at two thousand five hundred dollars each; abstract clerk, weigh clerk, and assistant cashier, at two thousand dollars each; assistant bookkeeper, warrant clerk, and vault clerk, at one thousand eight hundred dollars each; register of deposits and assistant superintendent of machinery, at one thousand seven hundred dollars each; assistant weigh clerk, inspector, assayer's computation clerk, pay roll clerk, one bookkeeper, and chief electrician, at one thousand six hundred dollars each; two clerks, at one thousand five hundred dollars each; one medal clerk, at one thousand four hundred dollars; six clerks, at one thousand four hundred dollars each; superintendent of building, one thousand four hundred dollars; curator of numismatic room, one thousand four hundred dollars; six clerks, at one thousand two hundred dollars each; assistant inspector, at one thousand two hundred dollars; storekeeper, one thousand dollars; assistant curator, one thousand dollars; two clerks, at one thousand dollars each; ten clerks, at nine hundred dollars each; two assistants in numismatic room, at seven hundred and twenty dollars each; chief doorkeeper, at one thousand two hundred dollars; two captains of watch, at one thousand dollars each; eight conductors, at nine hundred dollars each; two messengers, at eight hundred and forty dollars each; eighteen watchmen, at eight hundred and forty dollars each; in all, one hundred and twenty-one thousand one hundred and ninety dollars.

For wages of workmen and adjusters, three hundred and sixty-eight thousand dollars.

For incidental and contingent expenses, including new machinery and repairs, expenses annual assay commission, melter and refiners' wages, and loss on sale of sweeps arising from manufacture of ingots for coinage, and wastage and loss on sale of coiner's sweeps, and purchase, not exceeding five hundred dollars in value, of specimen coins and ores for the cabinet of the mint; in all, one hundred thousand dollars.

Mint at San Francisco, San Francisco: For superintendent, four thousand five hundred dollars; assayer, melter and refiner, and coiner, at three thousand dollars each; chief clerk and cashier, at two thousand five hundred dollars each; bookkeeper, abstract clerk, warrant clerk, assistant assayer, assistant melter and refiner, assistant coiner, weigh clerk, and register of deposits, at two thousand dollars each; cashier's clerk, one thousand eight hundred dollars; assayer's computation clerk, assistant weigh clerk, superintendent's calculating clerk, and four at one thousand six hundred dollars each; one inspector and storekeeper, at one thousand six hundred dollars; superintendent of building and captain of watch, one thousand five hundred dollars; chief electrician, one thousand five hundred dollars; clerk, one thousand four hundred dollars; private secretary to superintendent, one thousand two hundred and fifty dollars; one clerk, one thousand dollars; chief doorkeeper, one thousand dollars; two doorkeepers, at eight hundred and forty dollars each; three conductors, at nine hundred dollars each; one messenger, at one thousand dollars; one messenger, at eight hundred and forty dollars; in all, seventy-three thousand eight hundred and ninety dollars.

For wages of workmen and adjusters, one hundred and forty-five thousand dollars.

For incidental and contingent expenses, including new machinery, melter and refiner's wastage, and loss on sale of sweeps arising from the manufacture of ingots for coinage, and wastage of coiner and loss on sale of coiner's sweeps; in all, sixty thousand dollars.

Assay office at New York: For superintendent, four thousand five hundred dollars; assayer and melter and refiner, at three thousand dollars each; chief clerk, assistant melter and refiner, weigh clerk, and cashier, at two thousand five hundred dollars each; bookkeeper, two thousand three hundred and fifty dollars; assayer's first assistant, two thousand two hundred and fifty dollars; assayer's second assistant, two thousand one hundred and fifty dollars; assayer's third assistant, two thousand dollars; warrant clerk, two thousand dollars; bar clerk, abstract clerk, assistant cashier, and assayer's computing clerk, at one thousand eight hundred dollars each; assistant weigh clerk, one thousand six hundred dollars; clerk, one thousand six hundred dollars; superintendent of building, one thousand four hundred dollars; register of deposits, one thousand two hundred and fifty dollars; captain of watch, one thousand dollars; one conductor, one thousand dollars; one doorkeeper, nine hundred dollars; seven watchmen, at eight hundred and forty dollars each; in all, fifty-three thousand and eighty dollars.

For wages of workmen, sixteen thousand dollars.

For incidental and contingent expenses, ten thousand dollars.

Mint at Carson, Nevada: For assayer in charge, who shall perform the duties of melter, two thousand dollars; assistant assayer and one clerk, at one thousand five hundred dollars each; one watchman, at eight hundred and forty dollars; in all, five thousand eight hundred and forty dollars.

For wages of workmen, four thousand seven hundred dollars.

For incidental and contingent expenses, two thousand two hundred dollars.

Assay office at Seattle, Washington: For assayer in charge, who shall also perform the duties of melter, two thousand seven hundred and fifty dollars; chief clerk, one thousand eight hundred dollars; cashier, one thousand eight hundred dollars; computing clerk, one thousand six hundred dollars; one clerk, one thousand six hundred dollars; two clerks, one thousand five hundred dollars each; one clerk, one thousand four hundred dollars; two clerks, at one thousand two hundred dollars each; six watchmen, at eight hundred and forty dollars each; in all, twenty-one thousand three hundred and ninety dollars.

For wages of workmen and assistants, sixteen thousand dollars.

For incidental and contingent expenses, including rent of building, nine thousand dollars.

Assay office at Helena, Montana: For assayer in charge, two thousand two hundred and fifty dollars; chief clerk, one thousand eight hundred dollars; cashier, one thousand seven hundred dollars; two clerks, at one thousand four hundred dollars each; one clerk, one thousand two hundred and fifty dollars; two watchmen, at eight hundred and forty dollars each; in all, eleven thousand four hundred and eighty dollars.

For wages of workmen, seven thousand six hundred dollars.

For incidental and contingent expenses, four thousand dollars.

Assay office at Saint Louis, Missouri: For assayer in charge, two thousand dollars; clerk, one thousand dollars; in all, three thousand dollars.

For wages of workmen (including janitor), one thousand dollars.

For incidental and contingent expenses, seven hundred and fifty dollars.

Assay office at Boise, Idaho: For assayer, who shall also perform the duties of melter, two thousand dollars; chief clerk, one thousand five hundred dollars; one clerk, one thousand dollars; one watchman, eight hundred and forty dollars; in all, five thousand three hundred and forty dollars.

For wages of workmen, six thousand four hundred dollars.

For incidental and contingent expenses, three thousand seven hundred and fifty dollars.

Assay office at Charlotte, North Carolina: For assayer and melter, one thousand five hundred dollars; assistant assayer, one thousand two hundred and fifty dollars; one clerk, four hundred and eighty dollars; in all, three thousand two hundred and thirty dollars.

For wages of workmen, six hundred dollars.

For incidental and contingent expenses, nine hundred and twenty dollars.

Assay office at Deadwood, South Dakota: For assayer in charge, who shall also perform the duties of melter, two thousand dollars; one clerk, one thousand two hundred dollars; one watchman, eight hundred and forty dollars; in all, four thousand and forty dollars.

For wages of workmen, three thousand dollars.

For incidental and contingent expenses, including rent of building, two thousand four hundred dollars.

INDEPENDENT TREASURY.

ASSISTANT TREASURER AT BALTIMORE.

Mr. BINGHAM. Office of assistant treasurer at Baltimore. There is no change in the amount?

Mr. LITTAUER. Explain why you want to have different verbiage; instead of "three clerks, at \$1,800," you change it and say "paying teller, receiving and exchange teller, and vault clerk."

Mr. KEEP. There is no change in the compensation. That is to describe the duties performed.

Mr. LITTAUER. We have found that that results in the end in a gradual increase.

Mr. KEEP. I am free to say I did not know it had been changed. I think you will find, however, that the designation of paying teller, etc., corresponds with the designation in the other independent treasuries and to describe accurately the duties of the office.

ASSISTANT TREASURER AT BOSTON.

In Boston there is an increased force provided for, three assistant money clerks, at \$1,200 each, and one files clerk, at \$1,000.

Mr. LITTAUER. What is that caused by?

Mr. KEEP. To take care of the increased business of the office, which has had a growth of 13 per cent in a year.

Mr. BINGHAM. Have you examined that?

Mr. KEEP. The treasurer at Boston submitted the estimate without an explanatory letter, and I have no communication from him.

ASSISTANT TREASURER AT CHICAGO.

Mr. BINGHAM. The office of the assistant treasurer at Chicago is the same?

Mr. KEEP. There is no apparent change. There are great changes. The assistant treasurer at Chicago sent in estimates, and he had changed the designation of nearly everybody in his office; so it was very difficult to compare the estimates he sent in with the classification of the preceding year, and there was not time to get a comparison of the changes made by him; so we put the estimates in the book as of the year before. His letter, giving the whole history of the thing, is found here on page 464 of the Book of Estimates, and is also printed here in your bill. He still makes a number of changes of designations there, and it is rather hard still to analyze the matter.

Mr. LITTAUER. He also includes \$1,000 in the increase of his salary?

Mr. KEEP. Yes, sir; there are large increases of salary, and there is a net increase in his force of four clerks.

Mr. BINGHAM. There is an increase of \$11,000. That, as I understand it, leaves him as it is to-day.

Mr. KEEP. We only put that in as we did not have time to compare it, but the growth of the business justifies him apparently in having the additional force asked for.

Mr. BINGHAM. There is \$11,000 increase?

Mr. KEEP. That is not all additional; a part of it is increased compensation of force, and then he asks an increase of four persons.

Mr. LITTAUER. Can you separate the increase of salaries and force?

Mr. KEEP. Yes, sir; I have it separated here. The Assistant Treasurer asks an increase of \$1,000 in his own compensation.

Mr. GILLET. Does not that show in our parallel columns here?

Mr. KEEP. But not all the way through.

Mr. BINGHAM. Are not these figures larger than the compensation given for like work at New York, for instance?

Mr. KEEP. They are smaller than at New York, but they are larger than at other offices. The Chicago office is by far the largest office, except New York, and the business is growing more rapidly than New York. If you gentlemen want to go into the matter in detail, the Assistant Treasurer is here in the city and would be glad to appear before the committee. He was in my office this morning, but I can leave this with the committee, which shows just how it is.

TREASURY DEPARTMENT,
Washington, December 15, 1903.

Hon. HENRY H. BINGHAM,

Committee on Appropriations, House of Representatives.

SIR: In accordance with the request of the Committee on Appropriations I have the honor to submit herewith, in connection with the estimates of the assistant treasurer at Chicago, a memorandum prepared by him, showing the growth of business at his office as compared with other subtreasuries, calling the special attention of the committee to the average salaries paid in the Chicago office as compared with the other large subtreasuries, to the increase of business in Chicago since 1897 as compared with the increase at other points, and to the great volume of business handled in Chicago in connection with the post-office account. The assistant treasurer lays great stress upon the latter point, as the money received from the post-office consists of a great quantity of minor coin, subsidiary coin, and small bills, making this account very laborious to handle.

The total estimates of the assistant treasurer at Chicago call for \$67,380 for 1905, as compared with \$56,800 for the fiscal year ended June 30, 1903. An analysis of these estimates shows that the increase of \$11,080 is made up as follows:

1. Increase of force:	
Silver and redemption teller (new)	\$1,800
7 clerks at \$1,200, instead of 1 clerk at \$1,200 and 3 clerks at \$1,200	3,600
Total increase of force	5,400
2. Increased compensation of present force:	
Assistant treasurer	1,000
Cashier	500
Assistant cashier and vault clerk	700
Paying teller	200
Receiving teller	100
Coin, coupon, and change teller	300
Chief bookkeeper	300
Bookkeeper	300
Clerk (title changed to chief of division of shipments)	200
Clerk (title changed to certificate clerk)	300
Stenographer (title changed to stenographer and private secretary)	100
Clerk (title changed to record clerk)	300
Messenger	60
Janitor	120
3 clerks, at \$1,200 each (title changed to 3 currency tellers, at \$1,500 each)	900
Clerk (title changed to clearing-house clerk)	300
Total increase of salary	5,680

The assistant treasurer at Chicago lays great stress on the increase of compensation of clearing-house clerk, saying that during the past year the subtreasury at Chicago has become a member of the Chicago clearing house. The duties performed by this clerk are therefore new in the office. These duties are responsible and are not sufficiently compensated by the salary of \$1,200 per annum.

Respectfully,

C. H. KEEP, *Assistant Secretary.*

Memorandum submitted by assistant treasurer at Chicago, in connection with estimates for the fiscal year 1905, giving details of business of his office in comparison with other subtreasuries.

TOTAL SHIPMENTS OF SILVER COIN.

Year.	New York.	Chicago.	Philadelphia.	Boston.
1897	\$3,127,589	\$8,390,552	\$3,070,815	\$2,867,698
1898	3,531,257	10,806,016	2,855,977	2,845,942
1899	4,122,292	11,785,500	4,162,871	3,282,623
1900	4,641,319	12,872,694	4,920,265	2,795,867
1901	4,787,929	12,565,241	4,723,384	2,694,440
1902	5,477,657	14,052,141	5,408,679	4,836,400
1903	5,108,238	14,060,890	5,270,579	2,925,525
Increase	a1,980,649	b5,660,308	c2,199,767	d57,827

a 63 per cent.

b 68 per cent.

c 71 per cent.

d 2 per cent.

APPROPRIATIONS FOR SALARIES AND NUMBER OF EMPLOYEES.

1897	\$194,590 (118)	\$34,220 (25)	\$42,340 (30)	\$38,910 (25)
1898	195,640 (119)	35,920 (26)	42,340 (30)	38,910 (25)
1899	196,360 (120)	37,420 (27)	42,340 (30)	38,910 (25)
1900	204,780 (130)	40,420 (29)	44,440 (32)	38,910 (25)
1901	204,780 (130)	44,020 (32)	44,440 (32)	38,910 (25)
1902	206,880 (132)	45,520 (33)	44,440 (32)	38,910 (25)
1903	206,880 (132)	53,120 (38)	44,440 (32)	38,910 (25)
1904	206,880 (132)	56,300 (41)	44,440 (32)	40,510 (25)
Average:				
1902	1,552	1,379	1,389	1,556
1904	1,567	1,373	1,389	1,620

AVERAGE AMOUNT OF BUSINESS PER EACH EMPLOYEE.

1897	\$16,697,686	\$10,866,877	\$7,287,985	\$6,409,862
1900	18,523,050	12,213,255	9,820,399	7,500,151
1903	21,606,006	15,061,600	14,550,238	9,271,975

TOTAL RECEIPTS AND DISBURSEMENTS OF ALL KINDS OF MONEYS.

1897	\$1,970,326,925	\$271,659,431	\$218,639,554	\$160,246,736
1898	1,923,264,056	285,557,502	203,132,335	152,271,602
1899	2,221,793,402	353,686,288	242,898,225	142,576,276
1900	2,407,996,537	354,184,493	298,252,780	187,503,793
1901	2,623,366,396	371,865,491	376,009,467	169,352,669
1902	2,648,144,499	458,667,173	437,972,224	205,178,075
1903	2,851,992,878	572,340,788	465,607,656	231,798,924

TOTAL INCREASE IN VOLUME OF BUSINESS FROM 1897 TO 1903.

Subtreasuries.	Increase.	Percent- age.
New York	\$881,635,953	44
Chicago	300,631,367	110
Philadelphia	246,968,102	118
Boston	71,532,188	44
San Francisco	61,403,948	55
Cincinnati	55,222,430	100
Baltimore	50,422,943	87
St. Louis	39,869,861	28
New Orleans	25,623,349	31
Average increase	192,601,059	68

TOTAL RECEIPTS, POST-OFFICE DEPARTMENT.

Year.	New York.	Chicago.	Philadelphia.	Boston.
1897	\$8,555,183	\$6,295,061	\$2,706,913	\$3,411,855
1898	9,259,905	7,492,689	2,997,406	3,541,357
1899	9,932,136	8,380,187	3,206,396	3,569,203
1900	10,947,738	9,473,893	3,628,339	3,767,804
1901	12,117,306	10,701,715	4,128,947	3,881,288
1902	13,074,373	11,449,050	4,585,996	4,206,846
1903	13,611,637	11,987,418	4,780,081	4,283,605
Increase	a 5,056,454	b 5,692,337	c 2,073,168	d 871,750

a 59 per cent.

b 90 per cent.

c 76 per cent.

d 25 per cent.

ASSISTANT TREASURER AT CINCINNATI.

Mr. BINGHAM. Office of assistant treasurer at Cincinnati?

Mr. KEEP. There is an increase in the salary of the cashier of \$2,500, which makes him the same as Baltimore and New Orleans, which are offices considered on a par with the Cincinnati office.

ASSISTANT TREASURER AT NEW ORLEANS.

Mr. BINGHAM. New Orleans wants increases also?

Mr. KEEP. New Orleans is entitled to something. The assistant treasurer at New Orleans asks \$500 increase. He is the only assistant treasurer who does not receive at least \$4,500, and the business of his office has grown enormously, and in some particulars his office does the largest business of any independent treasury. For instance, the telegraphic transfer of funds comes in connection with the cotton crop movement in the South. They transfer funds from New York by telegraph to New Orleans, and that is greater than any other sub-treasury.

Mr. LITTAUER. And that takes place about one month in a year?

Mr. KEEP. About two months in the year. There were \$20,000,000 transferred in the last two months.

Mr. LIVINGSTON. It covers a period of about four and a half months.

Mr. KEEP. And in another respect that office does a large amount of work—in the giving out and shipment of silver coin. That office, next to Chicago, is the largest of all the subtreasuries, and is about the same as Chicago—eight times as big as the New York office—in that respect. This last year the shipment of silver coin from New Orleans was over \$9,000,000. That is where the silver coin gets into circulation.

Mr. LITTAUER. We took that into consideration in the increase we gave last year.

Mr. KEEP. This man is paid \$500 less than any other.

Mr. BINGHAM. New Orleans has become an assay office.

Mr. KEEP. That does not affect the subtreasury.

Mr. BINGHAM. It affects the subsidiary coinage.

Mr. KEEP. The subsidiary coinage in that territory has been shipped from the New Orleans mint, where it was manufactured, but the silver dollars are shipped from the subtreasury at New Orleans, and the amount exceeds any other office in the country except Chicago. In other words, while the receipts of public money and the paying out of public money at New Orleans are a little less than at Baltimore, that does not include this item of transfer of funds, which is not the receipt of public money and the paying out of public money at all. They are moneys deposited in New York, at the subtreasury, and paid out at New Orleans. This item amounted to some \$30,000,000.

ASSISTANT TREASURER AT NEW YORK.

Mr. BINGHAM. Office of the assistant treasurer at New York.

Mr. KEEP. He submits a few increases of compensation, but they are fully covered in his letter. There is an increase in compensation of \$800 a year for the deputy assistant treasurer and cashier.

Mr. BINGHAM. And it lifts him up to \$5,000?

Mr. KEEP. Then he creates 6 assistant tellers, at \$1,200, from clerks who are now serving at \$1,000, \$900, and \$800.

Mr. BINGHAM. Those are the only increases?

Mr. KEEP. The promotions are all from the very low grades of compensation up to \$1,200.

ASSISTANT TREASURER AT PHILADELPHIA.

Mr. BINGHAM. Office of Assistant Treasurer at Philadelphia.

Mr. KEEP. He asks for 3 additional clerks at \$1,200 and 3 counters

at \$900, and the growth of the business, I think, entitles him to that increase of force.

Mr. BINGHAM. On what grounds?

Mr. KEEP. He has had 3 people from the custom-house. The custom-house had called for them back again and he had to let them go, and he could not get along without them and he got them back again. He is going to ask in the deficiency bill for an appropriation for those 3 people to take effect February 1 on the ground he can not wait for it.

Mr. BINGHAM. Did the Department approve it?

Mr. KEEP. The Department approved it.

Mr. LITTAUER. Where does he need the counters?

Mr. KEEP. I do not know so much about the counters.

Mr. BINGHAM. Has his work increased?

Mr. KEEP. Yes, sir.

ASSISTANT TREASURER AT ST. LOUIS.

Mr. BINGHAM. Office of assistant treasurer at St. Louis.

Mr. LITTAUER. What is the special need of the increase at St. Louis?

Mr. KEEP. The office at St. Louis is an office that has been growing in importance, compared with the other offices, very materially.

Mr. BINGHAM. You think there should be some liberality on the part of this committee toward the request for the increase of force in these subtreasury offices?

Mr. KEEP. I would say in regard to the estimates as sent in by the Assistant Treasurer that when they were sent to us they contained a very large number of requests for increases of salary that are not included in the estimates as presented in this bill. When I got the estimates I sent for Mr. Meline, the Assistant Treasurer, and Mr. Daskam, the chief of public moneys division, and we went over each item of increase of salary and struck out the greater portion of them, leaving in only those that we thought justified by the increase of business in the office.

CONTINGENT EXPENSES, TREASURY DEPARTMENT.

Mr. BINGHAM. Contingent expenses, Treasury Department. You make a reduction of \$4,000 for stationery?

Mr. HILLS. The increase in appropriation for contingent expenses will be practically the appropriation for 1903, including the deficiencies, minus the allotments made to the Department of Commerce and Labor.

Mr. LITTAUER. Take this first item of stationery.

Mr. HILLS. I have not got that. That comes under Mr. Simmons. I can give all the others.

Mr. LITTAUER. All of these items appear the same in this year's estimate as the previous year's estimate used to include in part some of these various bureaus which have gone to the Department of Commerce?

Mr. HILLS. Yes, sir.

Mr. LITTAUER. And still you keep about the same?

Mr. HILLS. No; I made the statement that the appropriations for 1903, including deficiencies, minus the allotment made to the Department of Commerce and Labor—

Mr. LITTAUER. The final result is practically the same?

Mr. HILLS. No; it is not.

Mr. LITTAUER. Where is the difference?

Mr. HILLS. Take newspapers—

Mr. LITTAUER. That is a decrease of \$150?

Mr. HILLS. There are newspapers and books, \$169; freight, telegrams, \$282; rent, \$11,640; ice, \$90; file holders and cases, \$182; gas, \$225; carpets and repairs, \$744; furniture, etc., \$729; miscellaneous, \$232; numbering, adding, and other machines, \$581; Treasury building, Washington, D. C., \$1,000. Now, these amounts were based upon the requirements of the law.

Mr. LITTAUER. I do not see what items these figures appear in. There is a difference of \$4,000 on the stationery account; there is no difference on the postage account; there is no difference on purchasing material for binding; there is a difference of \$150 on newspapers; no difference for investigation of accounts and records, freight, expressage, etc.

Mr. HILLS. In regard to that \$7,000, the appropriation for telegraphing has been insufficient and we have had a deficiency every year.

Mr. BINGHAM. What about rent of building? What do you give up?

Mr. HILLS. The Builders' Exchange and the Adams Building, on F street.

RENT, AUDITOR FOR POST-OFFICE DEPARTMENT.

Mr. BINGHAM. You ask for additional quarters for accommodation of clerical force for Auditor for the Post-Office Department, \$15,000?

Mr. HILLS. Yes, sir; that is additional.

Mr. BINGHAM. Are they using any outside buildings now?

Mr. HILLS. No, sir.

Mr. BINGHAM. This goes upon the presumption that the committee will allow you the increased force?

Mr. HILLS. Yes, sir.

Mr. GILLET. That increase will not require \$15,000 to house it?

Mr. HILLS. No, sir; but it will relieve the office generally, as they are now occupying the corridors.

Mr. BINGHAM. Is not a large part of the rural free delivery in the same building that the body of the Auditor's subordinate force is in at the present time?

Mr. HILLS. No, sir; I think that the rural free delivery is in the Busch Building.

Mr. BINGHAM. I think I had occasion not long ago to call at the building opposite the old Post-Office building, and I think they told me a part of that building was filled with the employees of the Sixth Auditor.

Mr. HILLS. No, sir; they formerly occupied that building; but when the Auditor's Office was transferred to the new Post-Office Department—

Mr. BINGHAM. Is the Sixth Auditor's Office now housed and rent paid?

Mr. HILLS. No, sir; it is in the Post-Office building.

Mr. BINGHAM. What is the purpose of this rental of \$15,000 for a building; to take from the Post-Office building the force of the Auditor and transfer it to this new building?

Mr. HILLS. No, sir; its purpose is, if you grant the increase asked, to take 200 clerks from that office and put them into the rented building.

Mr. BINGHAM. Do I understand the purpose and wish on the part of the Auditor is to be in independence or isolation, if I may use the expression, from the Post-Office Department—

Mr. HILLS. This does not contemplate that at all.

Mr. BINGHAM. How many people will this protect?

Mr. HILLS. It will accommodate about 200 people.

Mr. BINGHAM. Do you rent it equipped?

Mr. HILLS. No, sir; we will have to transfer furniture.

Mr. BINGHAM. Where do you come in with equipment?

Mr. HILLS. That is provided for in contingent expenses, miscellaneous expenditures of the office of the Post-Office Department.

CONTINGENT EXPENSES TREASURY DEPARTMENT.

Mr. BINGHAM. For purchase of file holders and file cases there is an increase of \$800?

Mr. HILLS. That is to accommodate the file cases of the office of the Auditor for the War Department and the Auditor for the Navy Department. They use a large number of files. Our appropriation for the current fiscal year is exhausted.

Mr. LITTAUER. How do you come to have an increase in your estimate for coal, wood, engine oils, grease, etc.?

Mr. HILLS. Owing to the increased cost of fuel.

Mr. LITTAUER. An increase over last year?

Mr. HILLS. Oh, yes, sir; we had a deficiency last year.

Mr. BINGHAM. Do you have any deficiency this year?

Mr. HILLS. Yes, sir.

Mr. BINGHAM. How much?

Mr. HILLS. I could not tell you. I have the figures at the office as I have prepared them. I have it \$1,500 for fuel.

Mr. BINGHAM. For purchase of gas, electric current for lighting and power purposes, etc., you ask an increase of \$2,000?

Mr. HILLS. Yes, sir. The increase is occasioned by the fact that we have 12 large printing presses in the Treasurer's office, making impressions of the seal on United States notes, which are operated by electricity.

Mr. BINGHAM. Where comes in the element of increase? Two thousand dollars is a pretty large increase.

Mr. HILLS. There is a good deal of work done there at night.

Mr. BINGHAM. Will you stand on last year's appropriation?

Mr. HILLS. No. There will be a deficiency this year.

Mr. BINGHAM. You have \$15,000 this year?

Mr. HILLS. We are using so much electricity, not only for light, but for power purposes.

Mr. BINGHAM. Any special reason for that increase of \$2,000?

Mr. HILLS. As I stated, it is the amount we had for 1903 less the allotment made to the Department of Commerce, and you must not lose sight of the fact, gentlemen, that the business of the Treasury Department within the last six or seven years has increased at least 40 per cent and there has been a great appreciation in the cost of everything. For instance, in 1898 we were paying only \$2.28 a ton for bituminous coal. We are now paying \$4.03 for bituminous coal, and that appreciation is shown all the way through. For instance, take in the matter of lumber—

Mr. BINGHAM. You have increased pretty nearly all the way through?

Mr. HILLS. We have had to.

Mr. BINGHAM. It seems to have been a consistent action on your part; the committee would start you in with a certain sum and then you would come in with a deficiency and build it up.

Mr. HILLS. Because your appropriations here are built on estimates and expenses of some seven or nine years ago when the volume of business of the Department was comparatively small and when the prices of everything was done down to a bed-rock rate.

Mr. BINGHAM. Purchase of boxes, book rests, chairs, etc.; there seems to be a very large increase there?

Mr. HILLS. Including the deficiency.

Mr. BINGHAM. I have never been able to understand that in this Department with these contingent expenses with reference to innumerable things like carpets and furniture, that being fixed and continued for a reasonable length of time, they come in year after year for thousands upon thousands of dollars.

Mr. HILLS. The life of a carpet in a public office is not more than six years.

Mr. LITTAUER. What is the meaning of this last item in regard to miscellaneous items, "to be expended under the direction of the Auditor for the Post-Office Department?"

Mr. HILLS. These expenses are incurred by the Auditor for the Post-Office Department. They are paid by the disbursing clerk of the Post-Office Department, and the accounts are audited by the Auditor for the Post-Office Department, the man who makes the purchase. I say it is all wrong, and I claim this appropriation is under the control of the Secretary of the Treasury and the expenditures should be authorized by the Secretary of the Treasury, and that the accounts should be audited by the Auditor for the Treasury Department as a check upon the Auditor for the Post-Office Department.

CONTINGENT EXPENSES AUDITOR FOR POST-OFFICE DEPARTMENT.

Mr. BINGHAM. You propose \$15,000 for the rental of a new building or of buildings for the Sixth Auditor?

Mr. HILLS. Yes, sir.

Mr. BINGHAM. Then you give in the paragraph following \$4,000 for furniture?

Mr. HILLS. Yes, sir.

Mr. BINGHAM. Now you come in with an estimate for \$13,000 more?

Mr. HILLS. But do not lose sight of the fact that it has been the policy of Congress for a number of years past—

Mr. BINGHAM. Suppose you get this other building, are you going to spend this money there?

Mr. HILLS. We will spend \$4,000 in providing furniture for these additional clerks for which he has asked, 88 in number.

Mr. GILLET. Whether you get the new building or not, you have to get furniture for them?

Mr. HILLS. I question very much whether we could put them in the Post-Office building, as we have not the room. They are very overcrowded, and we are using the halls, and we ought to take 200 clerks out of that building.

Mr. LITTAUER. If your idea is carried out, these sums estimated for in this last paragraph on page 92 would come under the contingent expenses of the Treasury Department?

Mr. HILLS. For the Auditor for the Post-Office Department. That is not a new matter; that is an old matter.

TREASURY DEPARTMENT,
OFFICE OF THE SECRETARY,
Washington, December 16, 1903.

Hon. H. H. BINGHAM,

Chairman Subcommittee on Appropriations, in charge legislative, executive, and judicial bill, House of Representatives.

SIR: In response to your verbal request, made on the 11th instant, when I appeared before the Subcommittee on Appropriations in charge of the legislative, executive, and judicial bill for the purpose of assisting in explaining the estimates of the Treasury Department, I inclose herewith a comparative statement showing the number of persons employed in the Treasury Department whose salaries are fixed by law under the provisions of the legislative, executive, and judicial bill approved February 25, 1903, and the places for which estimates have been submitted to Congress for the fiscal year ending June 30, 1905.

There is also inclosed herewith a comparative statement showing the increases in the compensation of employees as recommended by the several bureau officers, and the increases recommended and shown in the estimates for the fiscal year ending June 30, 1905, submitted to Congress by the Secretary of the Treasury.

In further compliance with your request, I would state that there were transferred from this Department to the Department of Commerce and Labor, under the provisions of the act approved February 14, 1903, creating the said Department, the following-described positions:

From office of chief clerk and superintendent:

- 1 cabinetmaker, at \$1,000 per annum.
- 2 watchmen, at \$720 per annum each.
- 3 laborers, at \$660 per annum each.
- 7 charwomen, at \$240 per annum each.

From division of appointments:

- 1 clerk class 4, at \$1,800 per annum.
- 1 assistant messenger, at \$720 per annum.

From division of stationery and printing:

- 1 clerk class 1, at \$1,200 per annum.
- 1 assistant messenger, at \$720 per annum.

From office of Disbursing Clerk Bartlett:

- 1 clerk class 2, at \$1,400 per annum.

From division of special agents:

- 1 agent, seal islands, at \$3,650 per annum.
- 3 assistant agents, 1 at \$2,920 per annum and 2 at \$2,190 each per annum.
- 2 agents, salmon fisheries, at \$2,500 and \$2,000 per annum, respectively.

The divisions from which these employees were transferred are the only divisions in this Department the work of which was diminished or affected by the transfer of the six offices from this Department to the Department of Commerce and Labor.

Respectfully,

W. H. HILLS, *Chief Clerk.*

TREASURY DEPARTMENT, OFFICE OF THE SECRETARY.
Washington, December 16, 1903.

INCREASES IN COMPENSATION RECOMMENDED.

Table showing the increases in compensation to officers and employees recommended by the bureau officers of the Department and the chiefs of division in the Secretary's office, estimated for the fiscal year ending June 30, 1905, and the action taken by the Secretary's office, after consultation with Secretary Shaw, showing allowances and disallowances.

Offices and items.	Recom- mended.	Allowed.	Dis- allowed.
Office of the Secretary:			
Additional to 1 clerk of class 1, to be promoted to clerk of class 2.....	\$200	-----	\$200
Usher at \$1,000, in lieu of 1 messenger at \$840.....	160	-----	160
Office of the chief clerk:			
Wireman at \$900, in lieu of skilled laborer at \$720.....	180	\$180	-----

Table showing the increase in compensation to officers, etc.—Continued.

Officers and items.	Recom- mended.	Allowed.	Dis- allowed.
Division of customs:			
Chief of division, increase from \$2,750 to \$3,500	\$750	\$250	\$500
Assistant chief, increase from \$2,000 to \$2,750	750	250	500
Messenger at \$340, in lieu of assistant messenger at \$720	120	-----	120
Division of appointments:			
Chief of division, increase from \$2,750 to \$3,000	250	250	-----
Assistant chief, increase from \$2,000 to \$2,250	250	-----	250
Division of mail and files:			
Additional to 1 clerk of class 2 as assistant to registered mail and bond clerk	200	-----	200
Division of special agents:			
Additional to 1 clerk, at \$900, to be promoted to clerk, class 1, \$1,200	300	-----	300
Additional to 1 clerk, at \$800, to be promoted to clerk, \$1,000	100	-----	100
Offices of disbursing clerks:			
2 disbursing clerks, increase from \$2,500 each to \$3,000 each	1,000	-----	1,000
Office of Auditor for Interior Department:			
Law clerk, increase from \$2,000 to \$2,100	100	-----	100
Office of Auditor for Post-Office Department:			
Auditor, increase from \$4,000 to \$5,000	1,000	-----	1,000
First Deputy Auditor, increase from \$2,500 to \$3,000	500	-----	500
Law clerk, increase from \$2,000 to \$2,250	250	-----	250
Skilled laborer, increase from \$1,000 to \$1,200	200	-----	200
5 skilled laborers, increase from \$600 to \$720, or \$60 each	300	300	-----
Office of Treasurer United States:			
Deputy assistant cashier, increase from \$3,200 to \$3,400	200	-----	200
1 pressman, \$1,400, to be foreman of pressmen, \$1,500	100	100	-----
Office of Treasurer United States (national bank redemption divi- sion, reimbursable):			
Treasurer United States, for services in connection with the redemption of national bank notes	1,000	1,000	-----
Bookkeeper, increase from \$2,400 to \$2,500	100	-----	100
Office of Register of the Treasury:			
2 chiefs of division, increase each from \$2,000 to \$2,250	500	-----	500
Custodian of the vault, at \$1,900, in lieu of a clerk of class 4	100	-----	100
Principal bookkeeper, at \$1,900, in lieu of a clerk of class 4	100	-----	100
Additional to 2 clerks of class 3 to be promoted to clerks of class 4, \$200 each	400	-----	400
Office of Comptroller of the Currency:			
Deputy comptroller, increase from \$3,000 to \$3,500	500	500	-----
3 chiefs of division, increase each from \$2,200 to \$2,500 (\$300 each)	900	-----	900
Office of Comptroller of the Currency (national bank redemption division—reimbursable):			
Superintendent, increase from \$2,200 to \$2,500	300	-----	300
Bookkeeper, increase from \$2,000 to \$2,500	500	-----	500
Teller, increase from \$2,000 to \$2,200	200	-----	200
Office of Life-Saving Service:			
Principal clerk, increase from \$2,000 to \$2,200	200	-----	200
Title and contract clerk at \$2,000, in lieu of a clerk of class 4	200	-----	200
Office of Surgeon-General of Public Health and Marine-Hospital Service:			
Clerk of class 4 as secretary to the Surgeon-General, in lieu of a clerk of class 3	200	-----	200
Clerk of class 2 to be promoted to clerk of class 4	400	-----	400
Total	12,510	2,830	9,680

Additional recommendation from the division of customs:

Increase—		
1 clerk, class 3		\$1,600
2 clerks, class 2, \$1,400		2,800
1 clerk, class 1		1,200
		\$5,600
Decrease—		
1 clerk, class E		1,000
3 clerks, class D, \$900		2,700
		3,700
Net increase		1,900
Allowed 3 clerks at \$1,200 each, in lieu of above		3,600
Number of items recommended		36
Number of items allowed		5
Number of items allowed in part in customs division		2
Number of items disallowed		27
Number of items disallowed in part in customs division		2
		36

TREASURY DEPARTMENT,
OFFICE OF THE SECRETARY,
Washington, D. C., December 12, 1903.

APPROPRIATIONS AND ESTIMATES COMPARED (1904 AND 1905).

Comparative exhibit of the number of persons now employed in the Treasury Department and the amount to be paid to each, by grades and classes, as appropriated for the fiscal year ending June 30, 1904, and as estimated for the fiscal year ending June 30, 1905.

	Appropriated, 1904.		Estimated, 1905.		Increase.		Decrease.	
	Number of persons.	Amount.	Number of persons.	Amount.	Number of persons.	Amount.	Number of persons.	Amount.
<i>Office of the Secretary.</i>								
Secretary, \$8,000.....	1	\$8,000	1	\$8,000				
Assistant Secretaries, \$4,500 each.....	3	13,500	3	13,500				
Clerk to Secretary, \$2,500.....	1	2,500	1	2,500				
Stenographer, \$1,800.....	1	1,800	1	1,800				
Private secretaries, \$1,800 each.....	3	5,400	3	5,400				
Government actuary, \$2,250.....	1	2,250	1	2,250				
Clerk, class 4, physician, \$1,800.....	1	1,800	1	1,800	1	\$1,800		
Clerk, class 2, \$1,400.....	1	1,400	1	1,400				
Clerks, class 1, \$1,300 each.....	2	2,400	2	2,400				
Clerk, class E, \$1,000.....	1	1,000	1	1,000				
Messengers, \$840 each.....	4	3,360	4	3,360				
Assistant messengers, \$720 each.....	3	2,160	3	3,160				
Laborer, \$660.....	1	660	1	660				
Total.....	22	44,430	23	46,230	1	1,800		
Net increase.....					1	1,800		
<i>The chief clerk's office.</i>								
Chief clerk and superintendent, \$3,000.....	1	3,000	1	3,000				
Assistant superintendent, \$2,500.....	1	2,500	1	2,500				
Inspector of electric-light plants, \$2,000.....	1	2,000	1	2,000				
Assistant inspector of electric- light plants, \$1,600.....	1	1,600	1	1,600				
Clerks class 4, \$1,900 each.....	5	9,000	5	9,000				
Clerk class 4, additional to, \$100.....		100		100				
Clerks class 3, \$1,600 each.....	2	3,200	3	4,800	1	1,600		
Clerks class 2, \$1,400 each.....	3	4,200	3	4,200				
Clerks class 1, \$1,200 each.....	3	3,600	3	3,600				
Clerk class 1, \$1,200, librarian.....	1	1,200	1	1,200				
Clerk class E, \$1,000.....	1	1,000	1	1,000				
Messenger, \$840.....	1	840	1	840				
Assistant messengers, \$720 each.....	2	1,440	2	1,440				
Storekeeper, \$1,200.....	1	1,200	1	1,200				
Telegraph operator, \$1,200.....	1	1,200	1	1,200				
Telephone operator and assistant telegraph operator, \$1,200.....	1	1,200	1	1,200				
Chief engineer, \$1,400.....	1	1,400	1	1,400				
Assistant engineers, \$1,000 each.....	3	3,000	3	3,000				
Elevator conductors, \$720 each.....	6	4,320	6	4,320				
Firemen, \$720 each.....	3	2,160	3	2,160				
Firemen, \$660 each.....	5	3,300	5	3,300				
Coal passer, \$500.....	1	500	1	500				
Locksmith and electrician, \$1,400.....	1	1,400	1	1,400				
Captain of the watch, \$1,400.....	1	1,400	1	1,400				
Lieutenants of the watch, \$900 each.....	2	1,800	2	1,800				
Watchmen, \$720 each.....	58	41,760	58	41,760				
Special watchmen, \$720 each.....	6	4,320	6	4,320				
Foreman of laborers, \$1,000.....	1	1,000	1	1,000				
Skilled laborer (male), \$840.....	1	840	1	840				
Skilled laborers (male), \$720 each.....	3	2,160	2	1,440			1	720
Wireman, \$900.....			1	900	1	900		
Laborers, \$660 each.....	26	17,160	26	17,160				
Laborers, \$500 each.....	10	5,000	10	5,000				
Laborer, \$480.....	1	480	1	480				
Laborers, \$720 each.....	2	1,440	2	720				
Charwomen, \$240 each.....	90	21,600	87	20,880			3	720

Comparative exhibit of the number of persons now employed in the Treasury Department, etc.—Continued.

	Appropriated, 1904.		Estimated, 1905.		Increase.		Decrease.	
	Number of persons.	Amount.	Number of persons.	Amount.	Number of persons.	Amount.	Number of persons.	Amount.
<i>The chief clerk's office—Continued.</i>								
Foreman of cabinet shop, \$1,500	1	\$1,500	1	\$1,500				
Draftsman, \$1,200	1	1,200	1	1,200				
Cabinetmakers, \$1,000 each	11	11,000	10	10,000			1	\$1,000
Cabinetmaker, \$720	1	720	1	720				
Carpenter, \$1,000	1	1,000	1	1,000				
Carpenter's helper, \$660	1	660	1	660				
<i>Winder Building.</i>								
Engineer, \$1,000	1	1,000	1	1,000				
Firemen, \$720 each	3	2,160	3	2,160				
Conductor of elevator, \$720	1	720	1	720				
Watchmen, \$720 each	4	2,880	4	2,880				
Laborers, \$660 each	3	1,980	3	1,980				
Laborer, \$480	1	480	1	480				
Charwomen, \$240 each	6	1,440	6	1,440				
<i>Cox Building.</i>								
Watchmen-firemen, \$720 each	3	2,160	3	2,160				
Laborer, \$660	1	660	1	660				
<i>Building Nos. 719 and 721 Thirteenth street NW.</i>								
Laborers, \$660 each	3	1,980					3	1,980
Charwomen, \$240 each	4	960					4	960
Total	292	184,100	282	181,220	2	\$2,500	12	5,880
Net decrease							10	2,880
<i>Division of bookkeeping and warrants.</i>								
Chief of division, \$3,500	1	3,500	1	3,500				
Assistant chief, \$2,700	1	2,700	1	2,700				
Estimate and digest clerk, \$2,500	1	2,500	1	2,500				
Principal bookkeepers, \$2,100 each	2	4,200	2	4,200				
Bookkeepers, \$2,000 each	11	22,000	11	22,000				
Clerks, class 4, \$1,800 each	12	21,600	12	21,600				
Clerks, class 3, \$1,600 each	4	6,400	4	6,400				
Clerks, class 2, \$1,400 each	3	4,200	3	4,200				
Clerks, class 1, \$1,200 each	3	3,600	3	3,600				
Messenger, \$840	1	840	1	840				
Assistant messengers, \$720 each	2	1,440	2	1,440				
Laborer, \$660	1	660	1	660				
Total	41	73,640	41	73,640				
No change								
<i>Division of customs.</i>								
Chief of division, \$2,750	1	2,750	1	3,000		250		
Assistant chief of division, \$2,000	1	2,000	1	2,250		250		
Law clerks, \$2,000 each	5	10,000	5	10,000				
Clerks, class 4, \$1,800 each	2	3,600	2	3,600				
Clerk, class 3, \$1,600	1	1,600	1	1,600				
Clerks, class 2, \$1,400 each	2	2,800	2	2,800				
Clerks, class 1, \$1,200 each	3	3,600	6	7,200	3	3,600		
Clerks, class E, \$1,000 each	3	3,000	3	3,000				
Clerks, class D, \$900 each	3	2,700					3	2,700
Assistant messengers, \$720 each	2	1,440	2	1,440				
Total	23	33,490	23	34,890	3	4,100	3	2,700
Net increase						1,400		
<i>Division of appointments.</i>								
Chief of division, \$2,750	1	2,750	1	3,000		250		
Assistant chief of division, \$2,000	1	2,000	1	2,000				
Executive clerk, \$2,000	1	2,000	1	2,000				
Law and bond clerk, \$2,000	1	2,000	1	2,000				

Comparative exhibit of the number of persons now employed in the Treasury Department, etc.—Continued.

	Appropriated, 1904.		Estimated, 1905.		Increase.		Decrease.	
	Number of persons.	Amount.	Number of persons.	Amount.	Number of persons.	Amount.	Number of persons.	Amount.
<i>Division of appointments—Contd.</i>								
Clerks, class 4, \$1,800 each	4	\$7,200	3	\$5,400			1	\$1,800
Clerks, class 3, \$1,600 each	3	4,800	3	4,800				
Clerks, class 2, \$1,400 each	3	4,200	3	4,200				
Clerks, class 1, \$1,200 each	5	6,000	5	6,000				
Clerks, class E, \$1,000 each	4	4,000	4	4,000				
Clerks, class D, \$900 each	3	2,700	3	2,700				
Messenger, \$840	1	840	1	840				
Assistant messengers, \$720 each	3	2,160	2	1,440			1	720
Laborer, \$660	1	660	1	660				
Total	31	41,310	29	39,040		\$250		2,520
Net decrease							2	2,270
<i>Division of public moneys.</i>								
Chief of division, \$2,500	1	2,500	1	2,500				
Assistant chief of division, \$2,000	1	2,000	1	2,000				
Clerks, class 4, \$1,800 each	5	9,000	5	9,000				
Clerks, class 3, \$1,600 each	3	4,800	3	4,800				
Clerks, class 2, \$1,400 each	2	2,800	2	2,800				
Clerk, class 1, \$1,200	1	1,200	1	1,200				
Clerk, class E, \$1,000	1	1,000	1	1,000				
Clerk, class D, \$900	1	900	1	900				
Messenger, \$840	1	840	1	840				
Assistant messenger, \$720 each	1	720	1	720				
Total	17	25,760	17	25,760				
No change								
<i>Division of loans and currency.</i>								
Chief of division, \$3,000	1	3,000	1	3,000				
Assistant chief of division, \$2,100	1	2,100	1	2,100				
Clerks, class 4, \$1,800 each	5	9,000	5	9,000				
Extra to bond clerk and book-keeper, \$100 each		200		200				
Clerk, class 3, \$1,600	1	1,600	1	1,600				
Clerks, class 2, \$1,400 each	2	2,800	2	2,800				
Clerks, class 1, \$1,200 each	3	3,600	3	3,600				
Clerks, class E, \$1,000 each	2	2,000	2	2,000				
Clerks, class D, \$900 each	15	13,500	18	16,200	3	2,700		
Expert counters, \$720 each	9	6,480	12	8,640	3	2,160		
Messenger, \$840	1	840	1	840				
Assistant messengers, \$720 each	2	1,440	2	1,440				
Laborers, \$660 each	6	3,960	9	5,940	3	1,980		
Superintendent of paper room	1	1,200	1	1,200				
Paper cutter, paid \$3 per day, 314 days, 1904, and 313 days, 1905	1	942	1	939				3
Paper counter, \$720	1	720	1	720				
Paper counters and laborers, \$620 each	33	20,460	36	22,320	3	1,860		
Laborer, \$550	1	550	1	550				
Total	85	74,392	97	83,089	12	8,700		3
Net increase					12	8,697		
<i>Division of Revenue-Cutter Service.</i>								
Assistant chief of division, \$2,400	1	\$2,400	1	\$2,400				
Clerk, class 4, \$1,800	1	1,800	1	1,800				
Clerks, class 3, \$1,600 each	4	6,400	4	6,400				
Clerks, class 2, \$1,400 each	2	2,800	2	2,800				
Clerks, class 1, \$1,200 each	3	3,600	3	3,600				
Clerks, class E, \$1,000 each	2	2,000	2	2,000				
Clerks, class D, \$900 each	2	1,800	2	1,800				
Laborers, \$660 each	2	1,320	2	1,320				
Total	17	22,120	17	22,120				
No change								

Comparative exhibit of the number of persons now employed in the Treasury Department, etc.—Continued.

	Appropriated, 1904.		Estimated, 1905.		Increase.		Decrease.	
	Number of persons.	Amount.	Number of persons.	Amount.	Number of persons.	Amount.	Number of persons.	Amount.
<i>Miscellaneous division.</i>								
Chief of division, \$2,500.....	1	\$2,500	1	\$2,500	-----	-----	-----	-----
Assistant chief of division, \$2,000.....	1	2,000	1	2,000	-----	-----	-----	-----
Clerk, class 4, \$1,800.....	1	1,800	1	1,800	-----	-----	-----	-----
Clerk, class 3, \$1,600.....	1	1,600	1	1,600	-----	-----	-----	-----
Clerk, class 2, \$1,400.....	1	1,400	1	1,400	-----	-----	-----	-----
Clerk, class 1, \$1,200.....	1	1,200	1	1,200	-----	-----	-----	-----
Clerk, class E, \$1,000.....	1	1,000	1	1,000	-----	-----	-----	-----
Clerk, class D, \$900.....	1	900	1	900	-----	-----	-----	-----
Assistant messenger, \$720.....	1	720	1	720	-----	-----	-----	-----
Total.....	9	13,120	9	13,120	-----	-----	-----	-----
No change.....					-----	-----	-----	-----
<i>Division of printing and stationery.</i>								
Chief of division, \$2,500.....	1	2,500	1	2,500	-----	-----	-----	-----
Assistant chief of division, \$2,000.....	1	2,000	1	2,000	-----	-----	-----	-----
Clerks, class 4, \$1,800 each.....	4	7,200	4	7,200	-----	-----	-----	-----
Clerks, class 3, \$1,600 each.....	4	6,400	4	6,400	-----	-----	-----	-----
Clerks, class 2, \$1,400 each.....	3	4,200	3	4,200	-----	-----	-----	-----
Clerk, class 1, \$1,200.....	1	1,200	1	1,200	-----	-----	-----	-----
Clerks, class D, \$900 each.....	2	1,800	2	1,800	-----	-----	-----	-----
Messengers, \$840 each.....	2	1,680	2	1,680	-----	-----	-----	-----
Assistant messengers, \$720 each.....	2	1,440	2	1,440	-----	-----	-----	-----
Laborer, \$660.....	1	660	1	660	-----	-----	-----	-----
Foreman of bindery, \$6 per day, 314 days in 1904 and 313 days in 1905.....	1	1,884	1	1,878	-----	-----	-----	\$6
Binders, \$4 per day, 314 days in 1904 and 313 days in 1905.....	4	5,024	4	5,008	-----	-----	-----	16
Sewers and folders, \$2.50 per day, 314 days in 1904 and 313 days in 1905.....	2	1,570	2	1,565	-----	-----	-----	5
Total.....	28	37,558	28	37,531	-----	-----	-----	27
Net decrease.....					-----	-----	-----	27
<i>Division of mail and files.</i>								
Chief of division, \$2,500.....	1	2,500	1	2,500	-----	-----	-----	-----
Registered mail and bond clerk.....	1	1,800	1	1,800	-----	-----	-----	-----
Clerks, class 2, \$1,400 each.....	5	7,000	5	7,000	-----	-----	-----	-----
Additional to one clerk, class 2, in charge of documents, \$200.....		200		200	-----	-----	-----	-----
Clerks, class 1, \$1,200 each.....	2	2,400	2	2,400	-----	-----	-----	-----
Clerks, class E, \$1,000 each.....	6	6,000	6	6,000	-----	-----	-----	-----
Clerks, class D, \$900 each.....	4	3,600	4	3,600	-----	-----	-----	-----
Mail messenger, \$1,200.....	1	1,200	1	1,200	-----	-----	-----	-----
Assistant messengers, \$720 each.....	2	1,440	2	1,440	-----	-----	-----	-----
Laborers, \$600 each.....	2	1,200	2	1,200	-----	-----	-----	-----
Messenger boys, \$360 each.....	2	720	2	720	-----	-----	-----	-----
Total.....	26	28,060	26	28,060	-----	-----	-----	-----
No change.....					-----	-----	-----	-----
<i>Division of special agents.</i>								
Assistant chief of division, \$2,400.....	1	2,400	1	2,400	-----	-----	-----	-----
Clerk, class 3, \$1,600.....	1	1,600	1	1,600	-----	-----	-----	-----
Clerk, class 2, \$1,400.....	1	1,400	1	1,400	-----	-----	-----	-----
Clerks, class 1, \$1,200 each.....	3	3,600	3	3,600	-----	-----	-----	-----
Clerk, class E, \$1,000.....	1	1,000	1	1,000	-----	-----	-----	-----
Clerks, class D, \$900 each.....	3	2,700	3	2,700	-----	-----	-----	-----
Messenger, \$840.....	1	840	1	840	-----	-----	-----	-----
Total.....	11	13,540	11	13,540	-----	-----	-----	-----
No change.....					-----	-----	-----	-----

Comparative exhibit of the number of persons now employed in the Treasury Department, etc.—Continued.

	Appropriated, 1904.		Estimated, 1905.		Increase.		Decrease.	
	Number of persons.	Amount.	Number of persons.	Amount.	Number of persons.	Amount.	Number of persons.	Amount.
<i>Office of disbursing clerks.</i>								
Disbursing clerks, \$2,500 each	2	\$5,000	2	\$5,000				
Clerks, class 4, \$1,800 each	2	3,600	2	3,600				
Clerks, class 2, \$1,400 each	2	2,800	1	1,400				
Clerks, class 1, \$1,200 each	2	2,400	2	2,400				
Clerk, class E, \$1,000	1	1,000	1	1,000				
Total	9	14,800	8	13,400			1	\$1,400
Net decrease							1	1,400
<i>Office Supervising Architect.</i>								
Supervising Architect, \$4,500	1	4,500	1	4,500				
Assistant messenger, \$720	1	720					1	720
Messenger, \$720			1	720	1	\$720		
Total	2	5,220	2	5,220	1	720	1	720
No change								
<i>Comptroller of the Treasury.</i>								
Comptroller, \$5,500	1	5,500	1	5,500				
Assistant Comptroller, \$4,500	1	4,500	1	4,500				
Chief clerk, \$2,500	1	2,500	1	2,500				
Chief law clerk, \$2,500	1	2,500	1	2,500				
Law clerk, \$2,100	1	2,100	1	2,100				
Law clerks, each \$2,000	5	10,000	7	14,000	2	4,000		
Expert accountants, each \$1,800	4	8,000	6	12,000	2	4,000		
Private secretary, \$1,800	1	1,800	1	1,800				
Clerks, class 4, each \$1,800	7	12,500	8	14,400	1	1,800		
Clerk, class 3, \$1,600	1	1,600	1	1,600				
Clerks, class 2, each \$1,400	2	2,800	2	2,800				
Typewriter copyist, \$1,000	1	1,000	2	2,000	1	1,000		
Messengers, each \$840	2	1,680	2	1,680				
Assistant messenger, \$720	1	720	1	720				
Total	30	57,960	36	68,760	6	10,000		
Net increase					6	10,800		
<i>Auditor for the Treasury Department.</i>								
Auditor, \$4,000	1	4,000	1	4,000				
Deputy auditor, \$2,500	1	2,500	1	2,500				
Law clerk, \$2,000	1	2,000	1	2,000				
Chiefs of divisions, each \$2,000	4	8,000	4	8,000				
Clerks, class 4, each \$1,800	17	30,600	18	32,400	1	1,800		
Clerks, class 3, each \$1,600	13	20,800	15	24,000	2	3,200		
Clerks, class 2, each \$1,400	10	14,000	13	18,200	3	4,200		
Clerks, class 1, each \$1,200	27	32,400	32	38,400	5	6,000		
Clerks, class E, each \$1,000	7	7,000	17	17,000	10	10,000		
Clerks, class D, each \$900	3	2,700	6	5,400	3	2,700		
Assistant messengers, each \$720	3	2,160	3	2,160				
Laborers, each \$660	4	2,640	4	2,640				
Total of office proper	91	128,800	115	156,700	24	27,900		
<i>Clerical force for the liquidation of manifests of vessels, etc.</i>								
Clerk, class 4, \$1,800	1	1,800						
Clerks, class 3, \$1,600 each	2	3,200						
Clerks, class 2, \$1,400 each	3	4,200						
Clerks, class 1, \$1,200 each	3	3,600						
Clerks, class E, \$1,000 each	10	10,000						
Clerks, class D, \$900 each	3	2,700						
Total for liquidation, etc	22	25,500						
Office proper brought down	91	128,800	115	156,700	24	27,900		
Aggregate for office	113	154,300	115	156,700	24	27,900	22	25,500
Net increase					2	2,400		

Comparative exhibit of the number of persons now employed in the Treasury Department, etc.—Continued.

	Appropriated, 1904.		Estimated, 1905.		Increase.		Decrease.	
	Number of persons.	Amount.	Number of persons.	Amount.	Number of persons.	Amount.	Number of persons.	Amount.
<i>Auditor for the War Department.</i>								
(Regular roll.)								
Auditor, \$4,000.....	1	\$4,000	1	\$4,000				
Deputy auditor, \$2,500.....	1	2,500	1	2,500				
Law clerk, \$2,000.....	1	2,000	1	2,000				
Chiefs of division, each \$2,000.....	6	12,000	6	12,000				
Clerks of class 4, each \$1,800.....	18	30,600	17	30,600				
Additional to clerk class 4 as dis- bursing clerk, \$200.....		200		200				
Clerks, class 3, each \$1,600.....	41	65,600	41	65,600				
Clerks, class 2, each \$1,400.....	64	89,600	64	89,600				
Clerks, class 1, each \$1,200.....	54	64,800	54	64,800				
Clerks, class E, each \$1,000.....	10	10,000	10	10,000				
Clerks, class D, each \$900.....	5	4,500	5	4,500				
Skilled laborer, \$900.....	1	900	1	900				
Clerks, class C, each \$840.....	3	2,520	3	2,500				
Messenger, \$840.....	1	840	1	840				
Assistant messengers, each \$720.....	3	2,160	3	2,160				
Laborers, each \$660.....	8	5,280	8	5,280				
Total regular roll.....	216	297,500	216	297,500				
(Spanish war roll.)								
Clerks, class 4, each \$1,800.....	7	12,600	7	12,600				
Clerks, class 3, each \$1,600.....	13	20,800	13	20,000				
Clerks, class 2, each \$1,400.....	8	11,200	8	11,200				
Clerks, class 1, each \$1,200.....	30	36,000	30	36,000				
Clerks, class E, each \$1,000.....	10	10,000	10	10,000				
Clerks, class D, each \$900.....	10	9,000	10	9,000				
Laborers, each \$660.....	3	1,980	3	1,980				
Total Spanish war roll.....	81	101,580	81	101,580				
Regular roll brought down.....	216	297,500	216	297,500				
Total and regular and Span- ish war rolls.....	297	399,080	297	399,080				
Repairing rolls.....		21,000		21,000				
Aggregate for office.....	297	420,080	297	420,080				
No change.....								
<i>Auditor for Navy Department.</i>								
(Regular roll.)								
Auditor, \$4,000.....	1	4,000	1	4,000				
Deputy auditor, \$2,500.....	1	2,500	1	2,500				
Law clerk, \$2,000.....	1	2,000	1	2,000				
Chiefs of division, each \$2,000.....	3	6,000	3	6,000				
Clerks, class 4, each \$1,800.....	8	14,400	10	18,000	2	\$3,600		
Clerks, class 3, each \$1,600.....	14	22,400	16	25,600	2	3,200		
Clerks, class 2, each \$1,400.....	9	12,600	11	15,400	2	2,800		
Clerks, class 1, each \$1,200.....	11	13,200	13	15,600	2	2,400		
Clerks, class E, each \$1,000.....	6	6,000	6	6,000				
Clerks, class D, each \$900.....	4	3,600	4	3,600				
Clerks, class B, \$800.....	1	800	1	800				
Messenger, \$840.....	1	840	1	840				
Assistant messenger, \$720.....	1	720	1	720				
Laborers, \$660 each.....	2	1,320	2	1,320				
Total regular roll.....	63	90,380	71	102,380	8	12,000		
(Spanish war roll.)								
Clerks, class 3, \$1,600 each.....	2	3,200	2	3,200				
Clerks, class 2, \$1,400 each.....	3	4,200	3	4,200				
Clerks, class 1, \$1,200 each.....	4	4,800	4	4,800				
Clerks, class E, \$1,000 each.....	6	6,000	6	6,000				
Clerks, class D, \$900 each.....	4	3,600	4	3,600				
Total Spanish war roll.....	19	21,800	19	21,800				

Comparative exhibit of the number of persons now employed in the Treasury Department, etc.—Continued.

	Appropriated, 1904.		Estimated, 1905.		Increase.		Decrease.	
	Number of persons.	Amount.	Number of persons.	Amount.	Number of persons.	Amount.	Number of persons.	Amount.
<i>Auditor for Navy Dept.—Cont'd.</i>								
(Spanish war roll)—Continued.								
Regular roll brought down	63	\$90,380	71	\$102,380	8	\$12,000		
Aggregate for office	82	112,180	90	124,180	8	12,000		
Net increase for office					8	12,000		
<i>Auditor for Interior Department.</i>								
Auditor, \$4,000	1	4,000	1	4,000				
Deputy auditor, \$2,500	1	2,500	1	2,500				
Law clerk, \$2,000	1	2,000	1	2,000				
Chiefs of division, each \$2,000	3	6,000	3	6,000				
Clerks, class 4, each \$1,800	10	18,000	10	18,000				
Clerks, class 3, each \$1,600	16	25,600	16	25,600				
Clerks, class 2, each \$1,400	28	39,200	28	39,200				
Clerks, class 1, each \$1,200	28	33,600	28	33,600				
Clerks, class E, each \$1,000	16	16,000	16	16,000				
Clerks, class D, each \$900	14	12,600	14	12,900				
Assistant messenger, \$720	1	720	1	720				
Skilled laborers, each \$720	4	2,880	4	2,880				
Laborers, each \$660	6	3,960	6	3,960				
Female laborer, \$600	1	600	1	600				
Total	130	167,660	130	167,660				
No change								
<i>Auditor for State and other Departments.</i>								
Auditor, \$4,000	1	4,000	1	4,000				
Deputy auditor, \$2,500	1	2,500	1	2,500				
Law clerk, \$2,000	1	2,000	1	2,000				
Examiner			1	2,000	1	2,000		
Chiefs of division, each \$2,000	3	6,000	3	6,000				
Clerks, class 4, each \$1,800	13	23,400	17	30,600	4	7,200		
Clerks, class 3, each \$1,600	13	20,800	17	27,200	4	6,400		
Clerks, class 2, each \$1,400	11	15,400	14	19,600	3	4,200		
Clerks, class 1, each \$1,200	7	8,400	7	8,400				
Clerks, class E, each \$1,000	5	5,000	5	5,000				
Clerks, class D, each \$900	4	3,500	4	3,500				
Copyists, class D, each \$900	2	1,800	2	1,800				
Messenger, \$840	1	840	1	840				
Assistant messenger, \$720			1	720	1	720		
Laborers, each \$660	3	1,980	3	1,980				
Total	65	95,720	78	116,240	13	20,520		
Net increase					13	20,520		
<i>Auditor Post-Office Department.</i>								
Auditor, \$4,000	1	4,000	1	4,000				
Deputy auditors, each \$2,500	2	5,000					2	\$45,000
First deputy auditor, \$2,500			1	2,500	1	2,500		
Second deputy auditor, \$2,500			1	2,500	1	2,500		
Chief clerk, \$2,000	1	2,000	1	2,000				
Law clerk, \$2,000	1	2,000	1	2,000				
Chiefs of division, each \$2,000	7	14,000	7	14,000				
Clerks, class 4, each \$1,800	33	59,400	37	66,600	4	7,200		
Additional to disbursing clerk, \$450		450		450				
Clerks, class 3, each \$1,600	62	99,200	69	110,400	7	11,200		
Clerks, class 2, each \$1,400	81	113,400	91	127,400	10	14,000		
Clerks, class 1, each \$1,200	102	122,400	115	138,000	13	15,600		
Clerks, class E, each \$1,000	87	87,000	98	98,000	11	11,000		
Skilled laborers, each \$1,000		1,000	1	1,000				
Clerks, class D, each \$900	71	63,900	76	68,400	5	4,500		
Skilled laborers, each \$720	25	18,000	30	21,600	5	3,600		
Messengers, each \$840	6	5,040	8	6,720	2	1,680		
Assistant messengers, each \$720	12	8,640	15	10,800	3	2,160		
Male laborers, each \$660	25	16,500	25	16,500				
Skilled laborers, each \$660	65	42,900	60	39,600			5	3,300

Comparative exhibit of the number of persons now employed in the Treasury Department, etc.—Continued.

	Appropriated, 1904.		Estimated, 1905.		Increase.		Decrease.	
	Number of persons.	Amount.	Number of persons.	Amount.	Number of persons.	Amount.	Number of persons.	Amount.
<i>Auditor Post-Office Dept.—Cont'd.</i>								
Female laborers, each \$600	3	\$1,980	3	\$1,980				
Charwomen, each \$240	15	3,600	18	4,320	3	\$720		
Total for office	600	670,410	688	760,370	95	98,260	7	\$8,800
Expense of traveling accounts				6,000		6,000		
Aggregate for office	600	670,410	688	766,370	95	104,260	7	8,800
Net increase for office				88		95,960		
<i>Treasurer's office.</i>								
(Regular roll.)								
Treasurer, \$6,000	1	6,000	1	6,000				
Assistant Treasurer, \$3,600	1	3,600	1	3,600				
Deputy assistant treasurer, \$3,200	1	3,200	1	3,200				
Cashier, \$3,600	1	3,600	1	3,600				
Assistant cashier, \$3,000	1	3,000	1	3,000				
Chief clerk, \$2,500	1	2,500	1	2,500				
Chiefs of division, \$2,500	7	17,500	7	17,500				
Assistant chiefs of division, \$2,250	1	2,250	1	2,250				
Vault clerk, \$2,500	1	2,500	1	2,500				
Principal bookkeeper, \$2,500	1	2,500	1	2,500				
Assistant bookkeeper, \$2,100	1	2,100	1	2,100				
Tellers, each \$2,500	2	5,000	2	5,000				
Assistant teller, each \$2,250	2	4,500	2	4,500				
Clerk to Treasurer, \$1,800	1	1,800	1	1,800				
Clerks, class 4, each \$1,800	25	45,000	25	45,000				
Clerks, class 3, each \$1,600	17	27,200	18	28,800	1	1,600		
Clerks, class 2, each \$1,400	14	19,600	15	21,000	1	1,400		
Coin clerk, 1,400	1	1,400	1	1,400				
Clerks, class 1, each \$1,200	30	36,000	31	37,200	1	1,200		
Clerks, class E, each \$1,000	17	17,000	17	17,000				
Clerks, class D, each \$900	65	58,500	66	59,400	1	900		
Expert counters, each \$800			9	7,200	9	7,200		
Expert counters, each \$720	50	36,000	50	36,000				
Clerks, class A, each \$700	9	6,300	9	6,300				
Mail messenger, \$840	1	840	1	840				
Messengers, each \$840	7	5,880	7	5,880				
Assistant messengers, each \$720	6	4,320	6	4,320				
Laborers, each \$360	30	19,800	31	20,480	1	680		
Charwomen, each \$240	9	2,160	9	2,160				
Pressmen, each \$1,400	11	15,400	12	16,800	1	1,400		
Additional to one pressmen, \$100				100		100		
Separators, each \$660	24	15,840	24	15,840				
Feeders, each \$960	17	11,220	17	11,220				
Compositor and pressman, \$1,400	1	1,400	1	1,400				
Machinist, \$900	1	900	1	900				
Total regular roll	357	384,810	372	399,270	15	14,460		
Net increase				15		14,460		
(National currency, reimbursable).								
Additional to Treasurer for services in connection with the redemption of national-bank notes								
Superintendent, \$3,500	1	3,500	1	3,500				
Teller, \$2,500	1	2,500	1	2,500				
Bookkeeper, \$2,400	1	2,400	1	2,400				
Assistant teller, \$2,000	1	2,000	1	2,000				
Clerks, class 4, each \$1,800	2	3,600	2	3,600				
Clerks, class 3, each \$1,600	3	4,800	4	6,400	1	1,600		
Clerks, class 2, each \$1,400	4	5,600	6	8,400	2	2,800		
Clerks, class 1, each \$1,200	24	28,800	24	28,800				
Clerks, class E, each \$1,000	15	15,000	15	15,000				
Clerks, class D, each \$900	12	10,800	12	10,800				
Clerks, class A, each \$700	6	4,200	6	4,200				

Comparative exhibit of the number of persons now employed in the Treasury Department, etc.—Continued.

	Appropriated, 1904.		Estimated, 1905.		Increase.		Decrease.	
	Number of persons.	Amount.	Number of persons.	Amount.	Number of persons.	Amount.	Number of persons.	Amount.
<i>Treasurer's Office—Continued.</i>								
(National currency, reimbursable)—Continued.								
Expert counters, each \$800			14	\$11,200	14	\$11,200		
Messenger, \$840	1	\$840	1	840				
Assistant messengers, each \$720	3	2,160	4	2,880	1	720		
Charwomen, each	2	480	2	480				
Total reimbursable	76	86,680	94	104,000	18	17,320		
Net increase					18	17,320		
<i>Register's Office.</i>								
(Regular roll.)								
Register, \$4,000	1	4,000	1	4,000				
Assistant register, \$2,500	1	2,500	1	2,500				
Chiefs of division, each \$2,000	2	4,000	2	4,000				
Clerks, class 4, each \$1,800	4	7,200	4	7,200				
Clerks, class 3, each \$1,600	6	9,600	6	9,600				
Clerks, class 2, each \$1,400	5	7,000	5	7,000				
Clerks, class 1, each \$1,200	5	6,000	5	6,000				
Clerk, class E, \$1,000	1	1,000	1	1,000				
Clerks, class D, each \$900	22	19,800	22	19,800				
Messenger, \$840	1	840	1	840				
Assistant messengers, each \$720	2	1,440	2	1,440				
Counters, each \$720	9	6,480	9	6,480				
Laborers, each \$660	5	3,300	5	3,300				
Total regular roll	64	73,160	64	73,160				
(Spanish war roll.)								
Clerks, class 1, each \$1,200	3	3,600	3	3,600				
Clerks, class E, each \$1,000	3	3,000	3	3,000				
Total Spanish war roll	6	6,600	6	6,600				
Regular roll brought down	64	73,160	64	70,160				
Aggregate for office	70	79,760	70	79,760				
No change								
<i>Comptroller of the Currency.</i>								
(Regular roll.)								
Comptroller, \$5,000	1	5,000	1	5,000				
Deputy Comptroller, \$3,000	1	3,000	1	3,000				
Additional to deputy comptroller, \$500				500		500		
Chief clerk, \$2,500	1	2,500	1	2,500				
Chiefs of division, each \$2,200	3	6,600	3	6,600				
Clerks, class 4, each \$1,800	8	14,400	8	14,400				
Additional to bond clerk, \$200		200		200				
Stenographer, \$1,600	1	1,600	1	1,600				
Clerks, class 3, each \$1,600	12	19,200	14	22,400	2	3,200		
Clerks, class 2, each \$1,400	13	18,200	17	23,800	4	5,600		
Clerks, class 1, each \$1,200	9	10,800	12	14,400	3	3,600		
Clerks, class E, each \$1,000	12	12,000	14	14,000	2	2,000		
Engineer, \$1,000	1	1,000	1	1,000				
Clerks, class D, each \$900	13	11,700	13	11,700				
Messenger, \$840	1	840	1	840				
Assistant messengers, each \$720	2	1,440	6	4,320	4	2,880		
Night watchmen, each \$720	2	1,440					2	\$1,440
Fireman, \$720	1	720	1	720				
Laborers, each \$660	3	1,980	3	1,980				
Total regular roll	84	112,620	97	128,960	15	17,780	2	1,440
Net increase					13	16,340		

Comparative exhibit of the number of persons now employed in the Treasury Department, etc.—Continued.

	Appropriated, 1904.		Estimated, 1905.		Increase.		Decrease.	
	Number of perso	Amount.	Number of persons.	Amount.	Number of p rsons.	Amount.	Number of persons.	Amount.
<i>Comptroller of the Currency—Con.</i>								
(Reimbursable roll.)								
Superintendent, \$2,200.....	1	\$2,200	1	\$2,200				
Bookkeeper, \$2,000.....	1	2,000	1	2,000				
Teller, \$2,000.....	1	2,000	1	2,000				
Assistant bookkeeper, \$2,000.....	1	2,000	1	1,000				
Clerks, class 1, each, \$1,200.....	2	2,400	2	2,400				
Clerk, class E, \$1,000.....	1	1,000	1	1,000				
Clerks, class D, each, \$900.....	5	4,500	5	4,500				
Assistant messenger, \$720.....	1	720	1	720				
Total reimbursable roll.....	13	16,820	13	16,820				
No change.....								
<i>Commissioner of Internal Revenue.</i>								
(Regular roll.)								
Commissioner, \$6,000.....	1	6,000	1	6,000				
Deputy commissioner, \$4,000.....	1	4,000	1	4,000				
Deputy commissioner, \$3,600.....	1	3,600	1	3,600				
Chemist, \$2,500.....	1	2,500	1	2,500				
Heads of division, each \$2,500.....	2	5,000	2	5,000				
Heads of division, each \$2,250.....	6	13,500	6	13,500				
Superintendent stamp vault, \$2,000.....	1	2,000	1	2,000				
Stenographer, \$1,800.....	1	1,800	1	1,800				
Clerks, class 4, each \$1,800.....	24	43,200	24	43,200				
Clerks, class 3, each \$1,600.....	24	38,400	24	38,400				
Clerks, class 2, each \$1,400.....	33	46,200	33	46,200				
Clerks, class 1, each \$1,200.....	24	28,800	24	28,800				
Clerks, class E, each \$1,000.....	22	22,000	22	22,000				
Clerks, class D, each \$900.....	30	27,000	30	27,000				
Messengers, each \$840.....	2	1,680	2	1,680				
Assistant messengers, each \$720.....	14	10,080	14	10,080				
Laborers, each \$660.....	13	8,580	13	8,580				
Total regular roll.....	200	264,340	200	264,340				
No change.....								
(Reimbursable roll.)								
Stamp agent, \$1,600.....	1	1,600	1	1,600				
Stamp agent, \$900.....	1	900	1	900				
Counter, \$900.....	1	900	1	900				
Total reimbursable roll.....	3	3,400	3	3,400				
No change.....								
<i>Life-Saving Service.</i>								
General Superintendent, \$4,500.....	1	4,500	1	4,500				
Assistant General Superintend- ent, \$2,500.....	1	2,500	1	2,500				
Principal clerk, \$2,000.....	1	2,000	1	2,000				
Topographer and hydrographer, \$1,800.....	1	1,800	1	1,800				
Civil engineer, \$1,800.....	1	1,800	1	1,800				
Draftsman.....	1	1,500	1	1,500				
Clerks, class 4, each \$1,800.....	4	7,200	4	7,200				
Clerks, class 3, each \$1,600.....	5	8,000	5	8,000				
Clerks, class 2, each \$1,400.....	4	5,600	4	5,600				
Clerks, class 1, each \$1,200.....	5	6,000	5	6,000				
Clerks, class E, each \$1,000.....	2	2,000	2	2,000				
Clerk, class D, \$900.....	1	900	1	900				
Assistant messengers, each \$720.....	2	1,440	2	1,440				
Laborer, \$660.....	1	660	1	660				
Total.....	30	45,900	30	45,900				
No change.....								

Comparative exhibit of the number of persons now employed in the Treasury Department, etc.—Continued.

	Appropriated, 1904.		Estimated, 1905.		Increase.		Decrease.	
	Number of persons.	Amount.	Number of persons.	Amount.	Number of persons.	Amount.	Number of persons.	Amount.
<i>Bureau of Engraving and Printing.</i>								
Director of Bureau, \$4,500	1	\$4,500	1	\$4,500				
Assistant director, \$3,000	1	3,000	1	3,000				
Accountant, \$2,500	1	2,500	1	2,500				
Stenographer, \$1,800	1	1,800	1	1,800				
Clerk, class 3, \$1,600	1	1,600	1	1,600				
Clerks, class 1, each \$1,200	2	2,400	2	2,400				
Clerks, class E, \$1,000	1	1,000	1	1,000				
Assistant messengers, each \$720	2	1,440	2	1,440				
Total	10	18,240	10	18,240				
<i>Secret Service Division.</i>								
Chief, \$4,000	1	4,000	1	4,000				
Chief clerk, \$2,500	1	2,500	1	2,500				
Clerk, class 4, \$1,800	1	1,800	1	1,800				
Clerk, class 3, \$1,600	1	1,600	1	1,600				
Clerks, class 2, each \$1,400	2	2,800	2	2,800				
Clerk, class 1, \$1,200	1	1,200	1	1,200				
Clerk, class E, \$1,000	1	1,000	1	1,000				
Clerk, class D, \$900	1	900	1	900				
Attendant, \$720	1	720	1	720				
Total	10	16,520	10	16,520				
No change								
<i>Office Surgeon-General Public Health and Marine-Hospital Service.</i>								
Surgeon-General, \$5,000	1	5,000	1	5,000				
Chief clerk, \$2,000	1	2,000	1	2,000				
Additional to chief clerk as dis-								
bursing agent, \$500		500		500				
Clerks, class 4, each \$1,800	2	3,600	2	3,600				
Clerks, class 3, each \$1,600	5	8,000	5	8,000				
Clerks, class 2, each \$1,400	5	7,000	5	7,000				
Clerks, class 1, each \$1,200	5	6,000	5	6,000				
Clerk and translator, \$1,200	1	1,200	1	1,200				
Clerks, class D, each \$900	3	2,700	3	2,700				
Messenger, \$840	1	840	1	840				
Laborers, each \$540	5	2,700	5	2,700				
Total	29	39,540	29	39,540				
No change								
<p>NOTE.—The amounts carried for the Office of the Surgeon-General are to be paid from the permanent appropriation for the Public Health and Marine-Hospital Service, and for that reason the amount of money to be expended is not taken up in the recapitulation.</p> <p>All items in the legislative bill pertaining to the Treasury Department that do not involve the personnel or the payment of employees for services are omitted in this tabulation.</p>								
<i>Bureau of the Mint.</i>								
Director, \$4,500	1	4,500	1	4,500				
Examiner, \$2,500	1	2,500	1	2,500				
Computer, \$2,500	1	2,500	1	2,500				
Assayer, \$2,200	1	2,200	1	2,200				
Adjuster of accounts, \$2,000	1	2,000	1	2,000				
Clerks, class 4, each \$1,800	2	3,600	2	3,600				
Clerk, class 3, \$1,600	1	1,600	1	1,600				

Comparative exhibit of the number of persons now employed in the Treasury Department, etc.—Continued.

	Appropriated, 1904.		Estimated, 1905.		Increase.		Decrease.	
	Number of persons.	Amount.	Number of persons.	Amount.	Number of persons.	Amount.	Number of persons.	Amount.
<i>Bureau of the Mint.—Continued.</i>								
Clerk, class 2, \$1,400	1	\$1,400	1	\$1,400				
Clerks, class 1, each \$1,200	3	3,600	3	3,600				
Translator, \$1,600	1	1,600	1	1,600				
Clerk, class E, \$1,000	1	1,000	1	1,000				
Copyist, \$900	1	900	1	900				
Messenger, \$840	1	840	1	840				
Assistant in laboratory, \$1,200	1	1,200	1	1,200				
Assistant messenger, \$720	1	720	1	720				
Laborer, \$660	1	660	1	660				
Total	19	30,820	19	30,820				
No change								
RECAPITULATION.								
Secretary's Office	22	44,480	23	46,280	1	\$1,800		
Chief clerk's office	292	184,100	282	181,220	2	2,500	12	\$5,380
Division of warrants	41	73,640	41	73,640				
Division of customs	23	39,490	23	34,890	3	4,100	3	2,700
Division of appointments	31	41,310	29	39,040		250	2	2,520
Division of public moneys	17	25,760	17	25,760				
Division of loans, etc	85	74,892	97	83,089	12	8,700		3
Division of Revenue-Cutter Service	17	22,120	17	22,120				
Miscellaneous division	9	13,120	9	13,120				
Division of printing, etc	28	37,558	28	37,551				27
Division of mail, etc	26	28,060	26	28,060				
Division of special agents	11	13,540	11	13,540				
Offices of disbursing clerks	9	14,800	8	13,400			1	1,400
Office of Supervising Architect	2	5,220	2	5,220	1	720	1	720
Comptroller of the Treasury	30	57,960	36	68,760	6	10,800		
Auditor for the Treasury Department	113	154,300	115	156,700	24	27,900	22	25,500
Auditor for the War Department	297	420,080	297	420,080				
Auditor for the Navy Department	82	112,180	90	124,180	8	12,000		
Auditor for the Interior Department	130	167,660	130	167,660				
Auditor for the State Department	65	95,720	78	116,240	13	20,520		
Auditor for the Post-Office Department	600	670,410	688	766,370	95	104,260	7	8,300
Treasurer's office (regular roll)	357	384,810	372	399,270	15	14,460		
Treasurer's office (reimbursable)	76	86,680	94	104,000	18	17,320		
Register's office	70	79,760	70	79,760				
Comptroller of the Currency (regular roll)	84	112,620	97	128,960	15	17,780	2	1,440
Comptroller of the Currency (reimbursable)	13	16,820	13	16,820				
Internal Revenue (regular roll)	200	264,340	200	264,340				
Internal Revenue (reimbursable)	3	3,400	3	3,400				
Life-Saving Service	30	45,900	30	45,900				
Bureau Engraving and Printing	10	18,240	10	18,240				
Secret Service	10	16,520	10	16,520				
Surgeon-General Public Health and Marine-Hospital Service	29		29					
Bureau of the Mint	19	30,820	19	30,820				
Aggregate for Department	2,831	3,349,760	2,994	3,544,880	213	243,110	50	47,970
Net increase					163	195,120		

Comparative exhibit of the number of persons now employed in the Treasury Department, etc.—Continued.

RECAPITULATION OF NET CHANGES.

Offices or bureaus.	Increase.		Decrease.	
	Number of persons.	Amount.	Number of persons.	Amount.
Secretary's office	1	\$1,800		
Chief clerk's office			10	\$2,880
Division of customs		1,400		
Division of appointments			2	2,270
Division of loans and currency	12	8,697		
Division of printing and stationery				27
Offices of disbursing clerks			1	1,400
Comptroller of the Treasury	6	10,800		
Auditor for the Treasury Department	2	2,400		
Auditor for the Navy Department	8	12,000		
Auditor for the State and other Departments	13	20,520		
Auditor for the Post-Office Department	88	95,960		
Treasurer's office (regular roll)	15	14,460		
Treasurer's office (reimbursable roll)	18	17,320		
Comptroller of the Currency	13	16,340		
Total	176	201,697	13	6,577
Decrease brought down	13	6,577		
Net increase for Department so far as affecting the personnel	163	195,120		

OFFICE OF SUPERVISING ARCHITECT.

STATEMENT OF MR. JAMES K. TAYLOR, SUPERVISING ARCHITECT, TREASURY DEPARTMENT.

Mr. BINGHAM. You ask for \$50,000 additional?

Mr. TAYLOR. Yes, sir.

Mr. BINGHAM. Over the current year?

Mr. TAYLOR. To be taken out of the appropriation in the same manner as the \$300,000.

Mr. LITTAUER. Last year you had an increase of \$50,000.

Mr. TAYLOR. And last year Congress increased our work about 400 per cent.

Mr. BINGHAM. How many additional buildings have you?

Mr. TAYLOR. We have now under way about 55 buildings.

Mr. BINGHAM. How many new buildings are you figuring on?

Mr. TAYLOR. We have got drawings under way in the office for 8, and new buildings under way 29, and buildings that have not been touched yet at all 72.

Mr. BINGHAM. Appropriated for and ordered?

Mr. TAYLOR. Appropriated for and ordered.

Mr. BINGHAM. This money goes how?

Mr. TAYLOR. This money goes into the payment of salaries.

Mr. BINGHAM. In your own office for drafting work, etc.?

Mr. TAYLOR. And is taken pro rata from each one of the appropriations for the buildings.

Mr. BINGHAM. Now, what do you mean by "taken pro rata?"

Mr. TAYLOR. They usually allow not to exceed 5 per cent on each public-building appropriation to cover the expenses of the office.

Mr. BINGHAM. What do you do with this?

Mr. TAYLOR. Simply add it, and pay it out in an increased number of draftsmen and in increase of pay demanded nowadays.

Mr. BINGHAM. In other words, your percentage allowed under the statute does not cover the expenses of the office?

Mr. TAYLOR. It will not if we increase sufficiently to carry out this work.

Mr. BINGHAM. And you must have \$350,000 for the next year?

Mr. TAYLOR. Yes, sir.

Mr. LITTAUER. Suppose no further appropriation is made for public buildings, how long would it take to catch up with your work?

Mr. TAYLOR. The list of the drafting division lies on my desk. Some of the buildings we have the sites for, but we have not sites for all of those, and the drawings will not be ready at the rate we are progressing now until February, 1905.

Mr. BINGHAM. You mean at the rate you are progressing you will not commence operation until then?

Mr. TAYLOR. These drawings will not be out so they can commence actual operations on the buildings until February, 1905. We can get out now, with the force we have, about not to exceed five buildings a month, and usually only four.

Mr. BINGHAM. About what is your average, say, annually? What would your percentage amount to?

Mr. TAYLOR. On the work?

Mr. BINGHAM. The 5 per cent on the buildings?

Mr. TAYLOR. The actual expense annually runs about $3\frac{1}{2}$ per cent.

Mr. BINGHAM. I mean, what is the sum total of money that comes into your office at the 5 per cent rate?

Mr. TAYLOR. Just about \$350,000.

Mr. BINGHAM. Then, if you get this appropriation, it means for work on existing conditions for the next year \$700,000?

Mr. TAYLOR. No; it is 5 per cent on \$7,000,000.

Mr. BINGHAM. No; you do not get what I mean. You are allowed 5 per cent, taken from the appropriations for maintenance, in connection with the construction of buildings. Now, what does that 5 per cent amount to in the sum total?

Mr. TAYLOR. Well, \$350,000. It would be 5 per cent on \$7,000,000, which is the usual expenditure.

Mr. BINGHAM. I understand you now. You will, then, have for the maintenance of your office, with this appropriation, \$700,000?

Mr. TAYLOR. No, sir; \$350,000.

Mr. BINGHAM. In other words, 5 per cent is \$350,000.

Mr. TAYLOR. That would be 5 per cent on the average annual expenditure in our office for the past years.

Mr. BINGHAM. Then, the law does not operate in and of itself in regards the appropriations to be made by this bill?

Mr. TAYLOR. It requires an authorization by this bill for us to expend any additional amount. This bill does not carry any appropriation; it is simply an authorization for the Department to expend for salaries the sum of \$350,000, taken pro rata from the various buildings' appropriations.

Mr. BINGHAM. That is your estimate from the various buildings you estimate you can build in the next fiscal year?

Mr. TAYLOR. That is it.

Mr. LITTAUER. How do you determine the salary that is to be paid for skilled men; is that left entirely optional with you?

Mr. TAYLOR. Practically that way; but it is determined by the salaries outside men can get. We do not pay as much as outside men—

architects and so on—and for that reason one of the objects of that increase is so we can increase certain men who get offers from the outside to go to outside work, so as to give them the same salary under the Government in order to keep them. If they were to go out it would altogether be impossible to work in good shape. We have to have good men and to keep them.

Mr. LITTAUER. Is that a considerable item?

Mr. TAYLOR. It is a considerable item now.

Mr. LITTAUER. Ten per cent?

Mr. TAYLOR. Probably 10 per cent, I should judge. For instance, an assistant chief, a mechanical heating and ventilating engineer, is now getting \$2,200. He is offered by another Department, the Agricultural Department, \$2,750. We can not give it to him. We have lost in the last year about ten or fifteen men, who have gone to the Edison, the General Electric, and the Westinghouse Electric people, and outside architects, who are capital men. Now, if we have to take and train up junior men we will never get our work done.

Mr. BINGHAM. In the disbursement of this appropriation in fixing the compensation for your subordinate force it is wholly discretionary with you?

Mr. TAYLOR. Subject to the approval of the Secretary of the Treasury or the board of personnel of the Treasury. They have to pass on all that.

Mr. LITTAUER. You have a regular clerical staff that are permanent?

Mr. TAYLOR. Yes; but they are subject to increases.

Mr. LITTAUER. Was your general force largely increased during this past year?

Mr. TAYLOR. Oh, yes; we practically doubled our force in the past year.

Mr. LITTAUER. Then you will use up the entire \$350,000?

Mr. TAYLOR. Yes, sir; and we would like to have more.

Mr. BINGHAM. Will you ask for a deficiency?

Mr. TAYLOR. Not probably. I think we will probably run over until the 1st of July, and will take this up then. When that appropriation was made we started with probably not over 50 in our technical force. We now have 120, and I would like to increase it to 150 or 180.

Mr. GILLET. Do I understand this \$350,000 ultimately comes out of the appropriations for the different buildings?

Mr. TAYLOR. Yes, sir.

Mr. GILLET. So this is really simply an advance?

Mr. TAYLOR. It is simply an authorization to expend.

Mr. GILLET. But the fund it comes out of is the fund which has been appropriated for the different new buildings?

Mr. TAYLOR. Exactly; prorated; and the rule of the Treasury Department is that none of these buildings shall be taxed more than 5 per cent.

Mr. GILLET. This really does not increase the ordinary expenses of the Government?

Mr. TAYLOR. No.

Mr. BINGHAM. It is virtually authorized elsewhere.

Subsequently, on December 12, there was made the following:

ADDITIONAL STATEMENT OF MR. JAMES K. TAYLOR, SUPERVISING ARCHITECT, TREASURY DEPARTMENT.

Mr. BINGHAM. How many public buildings are there now authorized and not completed?

Mr. TAYLOR. We have authorized—I brought the data reported to June 30 of this year, and at that time we had 35 under course of construction, 132 on which nothing has been done. We have changed this so that now there are—

Mr. BINGHAM. You are giving it up to this period?

Mr. TAYLOR. Up to yesterday. There are 53 under course of construction, and 114 on which nothing has been done.

Mr. BINGHAM. Authorized by the last Congress?

Mr. TAYLOR. Yes, sir; and outside that there are probably about 15 or 20 for which we have no sites and no record of which has come into the record as work.

Mr. BINGHAM. Then they would come under the head of authorized?

Mr. TAYLOR. Yes, sir. That would make about 175 altogether, both under construction and authorized.

Mr. BINGHAM. That gives the sum total of your future work?

Mr. TAYLOR. Yes, sir.

Mr. BINGHAM. Have you got any idea of the amount?

Mr. TAYLOR. That carries in the neighborhood of \$30,000,000.

Mr. BINGHAM. How many are actually in process of construction?

Mr. TAYLOR. Fifty-three.

Mr. BINGHAM. Of the latter how many are being erected under the so-called Tarsney Act?

Mr. TAYLOR. There are four of them under actual construction under the Tarsney Act, and fifteen of them either the architects are selected or are under competition at the present moment.

Mr. GILLETT. Which are those four?

Mr. TAYLOR. The four are Cleveland, Indianapolis, Baltimore, and New York.

Mr. BINGHAM. They are under construction?

Mr. TAYLOR. Yes, sir.

Mr. GILLETT. May I ask how you are deciding what you will build under the Tarsney Act or what you build in the regular way?

Mr. TAYLOR. Previous to this present summer they have bid only on the big buildings, because those are the only ones which the outside architects consider pays them to do the building, where they cost, say, a million dollars and over.

Mr. GILLETT. Do you mean to say architects do not care to compete on anything less than that?

Mr. TAYLOR. We have been trying this summer to get them to bid on buildings that run from \$75,000 up to \$250,000, and I have had a number of complaints saying that it does not pay them; that they want the big buildings.

Mr. LITTAUER. Why does it not pay them?

Mr. TAYLOR. I will tell you the reason why. You take the preparations of the plans such as we require, full-fledged plans that we have to have for record, we simply pay 5 per cent without any travel expenses. We make them pay their own traveling expenses and engineer's service.

Mr. LITTAUER. Why does it require any more elaborate plans than if I as an individual want to build a \$75,000 house?

Mr. TAYLOR. The Government's plans would be much more complete than your plans, such as an architect would carry out for you.

Mr. LITTAUER. If the work is given out by contract, every little petty specification has to be given?

Mr. TAYLOR. If I had a set of private architect's plans for the average \$75,000 or \$100,000 building and a set of Government plans for the same thing, you would find an infinite difference.

Mr. LITTAUER. What is the use of that?

Mr. TAYLOR. We find by actual experience unless we have that all detailed out to show to the contractors all over the country they will undertake to avoid it, and in some cases successfully.

Mr. LITTAUER. Is not that pretty true in civil life in ordinary construction?

Mr. TAYLOR. But there the ordinary architect has half a dozen pieces of work going on at one time; he is right on the place where this is going on, and as a rule there is very little expense to that; he is right there, and if he sees a thing going wrong he can stop it at once. We have our superintendent of construction, of course, on the work.

Mr. BINGHAM. Who pays him?

Mr. TAYLOR. The Government.

Mr. BINGHAM. Paid from your office?

Mr. TAYLOR. Yes.

Mr. BINGHAM. He is paid out of this appropriation?

Mr. TAYLOR. No; he is paid out of the building appropriation, and while he is supposed to see to it, yet it is not the same. It is not human nature for him to have the same personal interest that the architect himself would have, so that there would not be as quick a knowledge of these small matters.

Mr. LITTAUER. You allow an architect 5 per cent?

Mr. TAYLOR. We pay an architect 5 per cent.

Mr. LITTAUER. The cost in your own Bureau is about 5 per cent of the buildings you put up?

Mr. TAYLOR. A little less than that.

Mr. LITTAUER. An architect would have to get a profit out of the 5 per cent and probably have to get traveling expenses out of it?

Mr. TAYLOR. Yes, sir.

Mr. LITTAUER. How do you account for this comparatively high cost?

Mr. TAYLOR. The average nowadays outside; the schedule among the professional men says that 5 per cent shall be the minimum price.

Mr. BINGHAM. That is the agreement in the association?

Mr. LITTAUER. That is the general rule?

Mr. TAYLOR. That is the rule all over the world, that they shall get 5 per cent; and if they get a smaller piece of work—say a ten or twelve thousand dollar house—

Mr. LITTAUER. But you do not have a ten or twelve thousand dollar house?

Mr. TAYLOR. I know we do not; but running from that up to \$75,000—they say, “This work is not paying us a sufficient proportion, and we will charge a higher rate.”

Mr. GILLETT. But they do not pay more for a \$75,000 house than 5 per cent?

Mr. TAYLOR. Yes, sir. Mr. Richardson, probably one of the most prominent architects, never took a building at less than 10 per cent.

Mr. LITTAUER. But there was only one Richardson. I find when I want to build a \$50,000 or \$75,000 building that I will find three or four architects perfectly willing to compete at 5 per cent and supervise the work themselves.

Mr. TAYLOR. I can go out and find dozens of men who will compete for 2½ per cent.

Mr. LITTAUER. I am talking about men who will do work as well as Mr. Richardson would do it and the same character of work.

Mr. TAYLOR. And they will undertake to get from 5 to 7 per cent from the contractors besides.

Mr. BINGHAM. Is 5 per cent the accepted commission charged all over the world?

Mr. TAYLOR. It is the accepted commission charged.

Mr. LITTAUER. That is practically a regulation of the profession of architects.

Mr. TAYLOR. All over the world—France, Germany, Austria, and everywhere.

Mr. BINGHAM. Now, to go back to the question of how many are being erected under the so-called Tarsney Act?

Mr. TAYLOR. About 15 of them. The architects are either selected or still under competition under the Tarsney Act. One will be settled this afternoon and another to-morrow.

Mr. LITTAUER. Will those 15 come from 15 now under work?

Mr. TAYLOR. No.

Mr. LITTAUER. They will come out of the 114?

Mr. TAYLOR. Yes, sir.

Mr. BINGHAM. Does the amount expended in the Supervising Architect's Office for drafting and other services equal 5 per cent of the whole cost of each building?

Mr. TAYLOR. No, sir; the work of the Architect's Office costs about 3½ per cent.

Mr. BINGHAM. What is done with the other 1½ per cent?

Mr. TAYLOR. It is turned back into the appropriations.

Mr. BINGHAM. It goes on with the building?

Mr. TAYLOR. For instance, we do it in this way: When there is an authorization made for a building and the site is bought and we are ready to go on with the work, 5 per cent of the authorization is taken and put to the credit of the office.

Mr. BINGHAM. Which makes this \$300,000?

Mr. TAYLOR. Yes, sir. Now, as we progress and as we finish it we pay the expenses of the office that are legitimately charged against that by law; we pay those.

Mr. BINGHAM. Out of this appropriation?

Mr. TAYLOR. Yes; out of this authorization of \$300,000. We pay 5 per cent from each piece of work. Then as the building draws to a close, if we should happen to be a little short of money or anything, we simply draw on that for the 1½ per cent and put it back into the building, so eventually it goes back into the building.

Mr. BINGHAM. If you do not use it, it goes to embellishment of the building?

Mr. TAYLOR. Yes, sir.

Mr. GILLETT. I think you said you have seven millions to spend and you wanted \$350,000?

Mr. TAYLOR. We spend on an average \$7,000,000 a year.

Mr. GILLETT. And you now have \$300,000 on the 5 per cent basis. Why do you want \$350,000?

Mr. TAYLOR. What I am asking \$50,000 for extra is to increase the expenditure from seven millions to about ten or twelve million dollars for the next year. That is the idea we are asking for the increase.

Mr. BINGHAM. In other words, the next year you propose to do more than this year?

Mr. TAYLOR. I expect to put on at least 33 per cent more people.

Mr. BINGHAM. And how much more money will be expended?

Mr. TAYLOR. I will probably do from 50 to 75 per cent more work, at least.

Mr. BINGHAM. In making up your estimate of \$300,000 for your office expenditures, etc., do you include in that 5 per cent those that have been begun under the Tarsney Act?

Mr. TAYLOR. I include in this this cost. We include in this \$350,000 the payment of the clerks that help to carry out the clerical labor and experts who have to examine these drawings which come in and see that they are satisfactory. That pay is covered by a charge of about 1½ per cent.

Mr. BINGHAM. That is all you charge——

Mr. TAYLOR. Against the Tarsney Act building over and above the 5 per cent that goes to the architect.

Mr. BINGHAM. That you have the law for?

Mr. TAYLOR. We have a law to expend that.

Mr. LITTAUER. When you say \$7,000,000 or \$10,000,000 do you mean the other buildings were constructed out of that?

Mr. TAYLOR. Yes, sir.

Mr. LITTAUER. Then if they should amount to a million apiece you would have \$4,000,000 of buildings at 1½ per cent and the balance at 5 per cent?

Mr. TAYLOR. Yes; but we do not pay a million out in a year on a building. It runs anywhere from two, three, or four years.

Mr. LITTAUER. In the past year you have done about \$7,000,000 worth of business?

Mr. TAYLOR. Yes.

Mr. LITTAUER. And of that \$7,000,000 worth of business how much was done under the Tarsney Act?

Mr. TAYLOR. These four buildings.

Mr. LITTAUER. About one-third, probably a million or a million and a half. You see that will reduce the actual work done to between five and a half and six millions, and for that we give how much?

Mr. TAYLOR. You allowed us \$300,000, and we have still got on our books of that \$30,000 unexpended, which we propose to increase during the next half year.

Mr. LITTAUER. You have only \$30,000 left?

Mr. TAYLOR. Paying our full force at present up to the 1st of July, we still have free \$30,000, which is a different proposition.

Mr. BINGHAM. The superintendent of buildings; do you make that selection?

Mr. TAYLOR. We make that from the civil-service list. The superintendent of the construction of buildings comes by certification from the civil service.

Mr. BINGHAM. They are specially examined in that line of work?

Mr. TAYLOR. Yes, sir; or by transfer from our force already in the service.

Mr. BINGHAM. You transfer men from one building to another building?

Mr. TAYLOR. If he is satisfactory. If he is not we drop him.

Mr. BINGHAM. How about your watchmen force?

Mr. TAYLOR. We do not have watchmen on our buildings; we make the contractors do the watching.

Mr. BINGHAM. That goes with the contract.

Mr. TAYLOR. The contractor pays for that himself. Of course the Government indirectly pays for it, because he charges that up in his contract.

Mr. BINGHAM. Are services employed in the Supervising Architect's Office and charged against buildings that are being constructed by architects under the Tarsney Act?

Mr. TAYLOR. Simply the $1\frac{1}{2}$ per cent clerical force and experts' examining force we have to have.

Mr. BINGHAM. You pay an expert examining force. Is that to see whether the building is going on properly?

Mr. TAYLOR. To see whether the drawings are proper when they come in from the architects before going on the market; to see they are of reasonably good construction, and that sort of thing, and the clerical force so—

Mr. BINGHAM. You say that is about $1\frac{1}{2}$ per cent?

Mr. TAYLOR. Yes, sir.

Mr. BINGHAM. That is all in making up an estimate you ever claim on buildings under the Tarsney Act?

Mr. TAYLOR. Yes, sir.

Mr. BINGHAM. What services are employed on or charged against these buildings, such as superintendents, clerks, watchmen, etc., and what per cent of the whole cost in each case do such services amount to? You have answered that by saying $1\frac{1}{2}$ per cent.

Mr. TAYLOR. Except to a very large building, or to an extremely complicated building, there is simply a superintendent of construction charged against them. I think that 5 per cent on the total cost of the building would probably cover the whole expense of superintendents, drawings, specifications, and office work.

Mr. BINGHAM. Now, that amounts to what per cent?

Mr. TAYLOR. Five per cent on the cost of the building.

Mr. BINGHAM. That is the minimum limitation?

Mr. ADAMS. That is what it will cost for any building done under our direction.

Mr. BINGHAM. But under the Tarsney Act?

Mr. TAYLOR. We pay the architect 5 per cent and then we charge $1\frac{1}{2}$ per cent for office expenses. Under the Tarsney Act it probably costs $6\frac{1}{2}$ or 7 per cent.

Mr. LITTAUER. The work is done in your own office and costs 10 per cent. It costs 5 per cent taken from the amount appropriated for the building and 5 per cent you give here.

Mr. TAYLOR. No, sir; 5 per cent covers the whole of it.

Mr. BINGHAM. For those buildings under the Tarsney Act do you have superintendents?

Mr. TAYLOR. We have what is called a superintendent of construction, who is practically an inspector, simply to see that the work is done properly.

Mr. BINGHAM. He is there all the time?

Mr. TAYLOR. Yes, sir.

Mr. BINGHAM. What else do you have under the Tarsney Act?

Mr. TAYLOR. Nothing else.

Mr. BINGHAM. So far as the building is concerned, no clerks, watchmen, or anything else, just superintendents?

Mr. TAYLOR. Just superintendents.

Mr. BINGHAM. What do you pay the superintendents?

Mr. TAYLOR. They run from \$2,000 to \$2,500.

Mr. BINGHAM. For big or little buildings?

Mr. TAYLOR. For the smaller buildings they run from \$1,600 up to \$2,400. You see the law fixes the sum which we can pay a superintendent of construction in towns of a certain size.

Mr. BINGHAM. About what per cent of the whole cost of the new Chicago building has been expended for architectural supervisory services?

Mr. TAYLOR. Less than 5 per cent. I do not know just exactly.

Mr. BINGHAM. Does that include what Congress specially gave? I believe it gave \$50,000 some years ago.

Mr. TAYLOR. No; I think it was \$30,000. I have never looked into that since we have taken hold of it in the office, but I remember Mr. Cobb made the statement. I saw the statement he made to the Appropriation Committee, that it amounted to only about $3\frac{1}{2}$ per cent then. It runs a little higher since; it has probably run up pretty close to 5 per cent.

Mr. GILLETT. Will you look that up and send it to us?

Mr. TAYLOR. The whole percentage of cost of the production of drawings, salaries, and everything else will probably run about 5 per cent on the cost of that building.

Mr. BINGHAM. What was the appropriation for construction?

Mr. TAYLOR. \$4,750,000 is the limit of cost fixed.

Mr. BINGHAM. I think you had better give us the figures in connection with the Chicago building, the exact cost.

Mr. TAYLOR. All right.

Mr. BINGHAM. And what is expended for architectural and supervisory services.

Mr. TAYLOR. Yes, sir.

Mr. GILLETT. When you are building a building in your office you have a superintendent to look after it?

Mr. TAYLOR. Yes, sir.

Mr. GILLETT. What else do you have in the way of employees?

Mr. TAYLOR. Except the instance I stated of a very large building where one man could not cover the whole of it, we have just one man.

Mr. GILLETT. Do you not have watchmen?

Mr. TAYLOR. We make the contractor furnish his watchmen, except in the instance of additions. Where we have additions and there is Government property, when the contractor is not responsible, then we put watchmen to watch the Government property.

Mr. GILLETT. Do you have a supervisor in addition to a superintendent?

Mr. TAYLOR. Simply a superintendent.

Mr. BINGHAM. He is the only man who has relation between the building and your office?

Mr. TAYLOR. Yes, sir. Up to about seven or eight years ago, what we called the contingent force of the building consisted of a superintendent, a foreman, clerks, and a number of watchmen, running to \$400 or \$500 a month, and as private individuals did not furnish all that outfit we concluded to cut that down and see how a single man would do, and we find that it works very satisfactorily.

Mr. LITTAUER. Are not a number of your buildings put up really a duplicate of each other?

Mr. TAYLOR. In point of measurement and size, of course.

Mr. LITTAUER. Is the work as great on them as it would be on an ordinary private architect who takes up one building after another?

Mr. TAYLOR. Exactly; because we have to make a new set of drawings for every building, practically.

Mr. LITTAUER. There are no duplicates?

Mr. TAYLOR. Very few duplicates. We are duplicating them now more than we have ever done before.

Mr. LITTAUER. Will that reduce the cost?

Mr. TAYLOR. It will reduce the cost to some extent, but you see there are never two buildings—I have rarely come across it since I have been in the office, where two buildings had exactly the same requirements, facing exactly the same streets, and were exactly the same size. The difference of building between 8,000 square feet floor area and 5,000 is as much trouble to make the drawings there as the same additions are made.

Mr. LITTAUER. The designing is less.

Mr. TAYLOR. No; the designing is not less, because you have to reduce your designs, and a feature that is a proper feature for a long front is not a proper feature for a shorter front. The architects as a rule think they can do a great deal better if they make a change.

Mr. GILLETT. Who designs the interior?

Mr. TAYLOR. There are just as many varieties of positions in a public building as in a private building.

Mr. BINGHAM. There is a large amount of money expended in your department in the care of buildings?

Mr. TAYLOR. Not a very large amount; not large enough.

Mr. BINGHAM. Then we will say there is an amount of money expended; that is done by contract?

Mr. TAYLOR. As far as possible all over \$2,000.

Mr. BINGHAM. All over \$2,000 is done by contract?

Mr. TAYLOR. And under \$2,000 it is done by advertising and practical contracts, but not a regular written contract.

Mr. BINGHAM. Then what supervision have you over this?

Mr. TAYLOR. I have to have the traveling inspectors visit these buildings. They are done under the custodian principally, and he is responsible, and the traveling inspectors go there and make final reports.

Mr. GILLETT. Who designs the exterior?

Mr. TAYLOR. We have in the office——

Mr. GILLETT. What sort of force have you in the office to do that?

Mr. TAYLOR. We have two men at present that are known as designers. They are highly educated men, graduates both of the architect schools of this country and foreign schools, and they do the principal part of the designing.

Mr. GILLETT. How much do they get?

Mr. TAYLOR. Two thousand five hundred dollars a year.

Mr. GILLETT. You do, I presume, some of that?

Mr. TAYLOR. I have not touched a pencil for at least four years except to write notes.

Mr. GILLETT. These do all of the buildings?

Mr. TAYLOR. They do most, and then we have what is called the "senior architect men" and these men can do the minor designing. They do it proportionately.

Mr. BINGHAM. What is the sum total of the force of your office?

Mr. TAYLOR. Possibly 350 people here in Washington, and we have from 50 to 55 superintendents of construction outside.

Mr. GILLETT. Are they on an annual salary?

Mr. TAYLOR. Yes, sir; runs from \$1,800 up to \$2,500.

Mr. BINGHAM. Of this large subordinate force every one is under civil service?

Mr. TAYLOR. Every one except the laborers.

Mr. BINGHAM. Are not the laborers under the civil service now?

Mr. TAYLOR. They are under practical civil service, on a registry list.

SATURDAY, *December 12, 1903.*

NAVY DEPARTMENT.

(See also p. 331.)

STATEMENT OF HON. CHARLES H. DARLING, ASSISTANT SECRETARY, ACCOMPANIED BY MR. B. F. PETERS, CHIEF CLERK.

Mr. BINGHAM. Do you propose to take up the proposition of the appointment of the subordinate force which is now being paid from the appropriations for ships?

Mr. DARLING. That is stated in the estimates; I think it is put in the bill. You mean that force that is paid out of the "Public works" appropriation and the appropriation for "Increase of the Navy?"

Mr. BINGHAM. Yes, sir.

Mr. DARLING. That is in the estimates.

Mr. BINGHAM. The Secretary of the Navy would simply repeat what is in the statement.

Mr. DARLING. Yes, sir.

Mr. BINGHAM. The history of this is that a year ago, in the discussions in the committees, the Secretary himself invited attention to the fact, and suggested that he was not ready to take up the matter then, but would be willing to take it up a year hence. In my conversation with the Secretary yesterday morning he said that he expected to be with us and to explain his views in connection with this matter. If you think you have covered the question we will go into it, and then the Secretary, if he sees fit, can supplement what you say, for we will have Mr. Courts send to the Secretary a copy of your remarks. Is that satisfactory?

Mr. DARLING. I think of nothing better. It is very likely that the Secretary would like to add something to what I might say.

OFFICE OF THE SECRETARY.

Mr. BINGHAM. The first item under "Office of the Secretary" is the increase of the salary of the Assistant Secretary of the Navy from \$4,500 to \$5,000. That is a general proposition that we can look into.

The next item is, "Confidential clerk to the Secretary, \$2,250 (in lieu of one clerk of class four)." That is an increase from \$1,800 to \$2,250, \$450. What is the reason for that increase?

Mr. DARLING. He is a good man.

Mr. BINGHAM. Has the Secretary of the Navy a private secretary?

Mr. PETERS. Yes, sir.

Mr. BINGHAM. And this confidential clerk is in addition to that private secretary?

Mr. PETERS. Yes, sir.

Mr. BINGHAM. This is a clerk detailed from class four to the position of confidential clerk?

Mr. PETERS. Yes, sir.

Mr. LITTAUER. What sort of confidential work does this man do when the Secretary has a private secretary?

Mr. DARLING. The class of work which he does, more particularly, is of this nature: A communication comes in that has to be investi-

gated in some form or other, and the Secretary will hand that communication to Mr. Gauss and say, "Now, you go and look up this whole matter and let me know, confidentially, what is the exact situation."

MR. LITTAUER. Is the work much more confidential than the work that is done by many men in the other Departments? I can not understand why the Secretary of the Navy should have a confidential clerk; I do not think any other Secretary has a confidential clerk.

MR. BINGHAM. No other Secretary has a confidential clerk in legislation; they may have in detail.

MR. DARLING. Perhaps not in name. The Secretary has that clerk, but I do not know that there is any recognition of "confidential clerk" in legislation.

MR. BINGHAM. That is what I mean.

MR. DARLING. But the Secretary uses him on that class of work and calls him his "confidential clerk;" it is rather one of name, I take it, than in fact.

MR. PETERS. The Civil Service Commission allows to be appointed by the Secretary of the Navy, outside of the classified service, two persons to act as private secretaries or confidential clerks, and Mr. Moody has availed himself of the two, because the Navy Department is not based on the lines of other departments. Instead of having divisions and bureaus to transact the business of the Secretary's office, it is all transacted in the Secretary's office and the clerks of the Secretary's office perform the duties which in other departments are performed by the chiefs of the divisions. Instead of having this work done in divisions, it is all done in the Secretary's office. This man handles most of the Secretary's congressional correspondence and sees to it that the replies are sent on the same days that the letters are received. He is a very useful man.

MR. BINGHAM. In other words, the Secretary has his clerk, who is a confidential clerk, and also the detail of a clerk of fourth class to his office?

MR. PETERS. He has one clerk, and this is the second one.

MR. BINGHAM. Do you mean that this \$1,800 clerk is outside of the civil service?

MR. PETERS. Yes, sir. That is the one he wishes raised to "confidential clerk."

MR. BINGHAM. Has he not another clerk?

MR. PETERS. Yes, sir; the private secretary.

MR. BINGHAM. Then the question here is to increase the salary of a man who is outside of the civil service, and who now receives \$1,800, to \$2,250?

MR. PETERS. Yes, sir.

MR. BINGHAM. As to the two clerks of class 4 that you ask for—you have had four clerks of class 4—you do not desire to give up those two clerks of class 4, but to take them up elsewhere and ask us for an appointment clerk at \$1,900, which is an increase of \$100, in lieu of one of the clerks of class 4; and you ask for a "clerk to the chief clerk, \$1,900, in lieu of stenographer, \$1,800?"

MR. PETERS. Yes, sir.

MR. LITTAUER. I would like to ask whether or not at the present time one of those clerks of class 4 is performing the duties of appointment clerk.

Mr. PETERS. Yes, sir.

Mr. LITTAUER. And this is simply a designation and a small increase of salary?

Mr. PETERS. Yes, sir. Now, in the State Department they have what they call an appointment bureau, and the chief of that bureau gets \$2,100. In the War, Post-Office, Justice, and Interior Departments they get \$2,000 each. The fact is, that the Navy Department—

Mr. BINGHAM. This committee is not putting one Department in competition with another Department. We are considering the needs and necessities of each Department without any regard to what other Departments receive. You have failed in these amendments to take care of another fourth-class clerk. Where do you take care of him?

Mr. COURTS. They are all taken care of.

Mr. LITTAUER. The man whom the Secretary desires the place created for is now a clerk of class 4?

Mr. PETERS. Yes, sir.

Mr. BINGHAM. Is that clerk one of these?

Mr. PETERS. Yes, sir.

Mr. BINGHAM. Then the Secretary did not exercise his discretionary rights without regard to the civil service?

Mr. PETERS. Yes, sir; he did exercise his discretion within civil-service rules.

Mr. GILLET. The Secretary appointed him as a clerk of class 4 outside of the civil service?

Mr. PETERS. Yes, sir.

Mr. BINGHAM. A clerk of class 4 only in the sense of compensation?

Mr. GILLET. Yes, sir; although he was put in outside of the civil service.

Mr. BINGHAM. For your appointment clerk you want \$1,900. That man is now a clerk of class four and receives \$1,800?

Mr. DARLING. Yes, sir.

Mr. BINGHAM. You want a clerk to the chief clerk with the same increase?

Mr. DARLING. Yes, sir.

Mr. LITTAUER. You leave out the stenographer at \$1,800, and you appoint him here as "clerk to the chief clerk?"

Mr. PETERS. Because the young man who really holds that position has been in the Department for twenty years. He started as a messenger boy and has gone right up. He has graduated at law and stenography. His title is now "stenographer," but instead of being that he does a great deal of work in connection with the general correspondence in the Secretary's office. I do not suppose there is a more valuable or faithful clerk than he is in the Government.

Mr. DARLING. And in the absence of the chief clerk he performs those duties?

Mr. BINGHAM. I understand.

The next item is "private secretary to Assistant Secretary, \$1,800 (in lieu of one clerk of class 3)." You now have a clerk of class 3?

Mr. DARLING. Yes, sir.

Mr. BINGHAM. And this is simply a request for an increase in compensation?

Mr. DARLING. Yes, sir.

Mr. BINGHAM. And I suppose this request is made for the general reason that you think his services valuable?

Mr. DARLING. He is a good man, brought up in the Southern Railway office. He had been a railroad man and had been receiving \$1,800 a year in private life. I keep him in my office as a private man. He had \$1,800 a year in private life and it is not more than fair that he should have it in the Department.

Mr. LITTAUER. They designate this promotion here as "private secretary to Assistant Secretary." There is more or less difficulty in connection with that. Why not designate him as "one clerk of class four," rather than start in on the policy of having every one of these men thus designated?

Mr. DARLING. He now occupies that place and, like the confidential clerk to the Secretary, he is not necessarily under the civil service. I could call in a private secretary outside of the civil service, but when I got him he was in the service.

Mr. BINGHAM. Have you, under the civil-service law, the right to select this man?

Mr. DARLING. Yes, sir.

Mr. BINGHAM. And you did not do it?

Mr. DARLING. It so hapened that he had taken the civil-service examination.

Mr. GILLETT. And still you take him outside of that service?

Mr. DARLING. Yes, sir; although he is under the civil service.

Mr. GILLETT. He was not in the Department?

Mr. DARLING. Yes, sir.

Mr. GILLETT. I thought you took him from the Southern Railroad?

Mr. DARLING. He came to the Department from the Southern Railroad, but when I found what he was I took him into my office as private secretary.

Mr. BINGHAM. What had he been receiving under the civil service when he was brought from the Southern Railroad?

Mr. DARLING. He did not receive more than \$1,400, or thereabouts.

Mr. BINGHAM. And you elevated him to \$1,800?

Mr. DARLING. \$1,600; and we now ask for \$1,800.

Mr. BINGHAM. How long has he been with you?

Mr. DARLING. He has been with me nearly a year. He was the private secretary to the vice-president of the Southern Railroad, and when the vice-president went out he lost his position. He was one of those fellows who was willing to take the first job that came along, and I thought that indicated that he was a good man.

Mr. LITTAUER. If we gave you one additional clerk of class 4 you could still designate this man for this work?

Mr. DARLING. Yes, sir.

Mr. LITTAUER. And leave out the title?

Mr. DARLING. Yes, sir. The only thing about it is that I would not care to have the place put in a position where the civil service could say that it was a civil-service appointment, for when you are looking for a private secretary you do not want the Civil Service Commission to say who that man shall be.

Mr. BINGHAM. The next item is "Telegraph operator, \$1,200."

Mr. PETERS. The telegraph operator in the State Department receives \$1,200; in the Post-Office Department, \$1,400; in the Interior Department, \$1,600; in the Pension Office, \$1,800; in the Department of Justice, \$1,200; in the Department of Agriculture, \$1,200; in the Department of Commerce and Labor, \$1,600. In the Treasury Depart-

ment there are two telegraph operators, who receive \$1,200 each, and in the White House there is one telegraph operator at \$1,800, one at \$1,600, and two at \$1,200 each. The telegraph operator in the Navy Department is the lowest paid operator in the service.

Mr. GILLET. But if we are paying the telegraph operators in the other Departments too much, why should we also increase the salary of your telegraph operator?

Mr. PETERS. I think if you will take into consideration the work done in the Navy Department it is surely worth it.

Mr. DARLING. Now, as to the whole increase in the Secretary's Office as asked for, you will observe that we have borne on the rolls of the Secretary's Office a man receiving \$1,800, who is now in the Naval War Records Office. That \$1,800 man we have dropped out.

Mr. BINGHAM. You sent him back to the Naval War Records Office?

Mr. DARLING. No; we dropped out that clerk, and my private secretary really takes his place. In other words, my private secretary, who is now receiving \$1,600, I ask that he be given that \$1,800 place. Then we save the balance of the \$1,600, and that balance, applied on these increases, leaves the office substantially the same—\$50 less than we are now receiving. So we are really asking for less money for the Secretary's Office this year than we had last year.

Mr. GILLET. Is that work finished?

Mr. DARLING. No, sir; we found that although he was borne on our roll we could dispense with that position to better advantage by putting it in this form.

Mr. BINGHAM. Last year the bill contained this paragraph:

The Secretary of the Navy is authorized and directed to submit in the regular annual estimates for the fiscal year 1905 estimates in detail for all clerks and other employees engaged upon and necessary for, at the time of preparing such estimates, the conduct of the regular and permanent work of the Department, and who are paid out of appropriations for "Increase of the Navy," or other general appropriations, the rates of compensation under said estimates not to exceed the rate of compensation then actually being paid. The Secretary of the Navy shall also submit an estimate for the fiscal year 1905 of the amount that, in his judgment, should be authorized to be used out of appropriations for "Increase of the Navy," or other general appropriations under the Naval Establishment for emergency, clerical, or other services that may, in his judgment, be requisite in the Department in executing the purposes of said appropriations.

And as we go along these several paragraphs in italics are the Secretary's suggestions with reference to the several bureaus in the Navy Department?

Mr. DARLING. Yes, sir. Those are the people who are now actually employed and those are the rates of compensation now being paid.

Mr. BINGHAM. Is it your opinion and is it the Secretary's wish that this body of subordinate force that has been appointed under "Increase of the Navy" shall go into the regular organization in your Department, in order to curb that laxness and that discretion that has heretofore been exercised, which ran, as the Secretary and the committee thought, a little rampant?

Mr. DARLING. That is a large question that you are opening now.

Mr. BINGHAM. I thought that the Secretary would be here to present his views?

Mr. DARLING. I apprehend that he would present substantially this view if he were here; still, I would be glad to have you confer with him. The proposition is whether you shall put these men under per diem under "Increase of the Navy" in the permanent establishment.

In the first place, there is no indication that there will be any way of dispensing with these men actually employed in the Department at the present time, and so they all become permanent for the present, at least.

Mr. BINGHAM. How many of that force detailed from "Increase of the Navy" are now in the Department?

Mr. DARLING. Two hundred and forty-five.

Mr. BINGHAM. In compensation, how much?

Mr. PETERS. \$278,131.90.

Mr. GILLET. How large a proportion of the force is that?

Mr. DARLING. There are 399 clerks that are on the regularly appropriated list, with the exception of half a dozen pieceworkers at the Naval Observatory.

Mr. BINGHAM. They are paid out of what fund?

Mr. DARLING. They are paid out of the fund appropriated for that special purpose.

Mr. BINGHAM. They do not come under the "Increase of the Navy?"

Mr. DARLING. No, sir. There are 245 clerks now paid out of the "Increase of the Navy" and "Public works."

Mr. BINGHAM. And the amount is as stated?

Mr. DARLING. Yes, sir.

Mr. BINGHAM. Is that number incorporated in this bill?

Mr. DARLING. Yes, sir.

Mr. BINGHAM. And therefore you make no reductions in your suggestions to this committee?

Mr. DARLING. No, sir; on the other hand, more is asked for.

Mr. BINGHAM. You have asked for a larger force than you have heretofore had?

Mr. DARLING. Yes, sir.

Mr. BINGHAM. On the ground that you are building more vessels?

Mr. DARLING. Yes, sir; and that the status of the work seems to demand it.

Mr. GILLET. I had the impression—probably I am wrong—that you did not put all of these 245 people into the permanent list, but that there was some of them that you must necessarily care for under "Increase of the Navy;" some of the draftsmen that you only employ for a short time?

Mr. DARLING. Yes and no.

Mr. BINGHAM. I supposed that the draftsmen were a part of this force?

Mr. DARLING. Yes, sir.

Mr. BINGHAM. In other words, you did retain the whole of that force, except as you will suggest?

Mr. DARLING. Yes, sir.

Mr. LITTAUER. The second part of the law of last year reads: "The Secretary of the Navy shall also submit an estimate of the amount that in his judgment should be authorized to be used out of appropriations for 'Increase of the Navy.'"

You have specified here those you desire to take into your permanent force from "The increase of the Navy." Is there anywhere in your estimate anything that conforms to this second request?

Mr. DARLING. I think so. As we get along a little I think I can point that out to you. It comes in this form [exhibiting estimates], and we have asked for additional men, who are marked here [indi-

cating]. The price, which should be so and so, is also given. Will that not cover it?

Mr. LITTAUER. Yes, in a certain way; but it does not give us the information.

Mr. DARLING. They come in as per diem and are carried out also in permanent salaries.

Mr. LITTAUER. If we grant this permanent force that you have detailed here, you will not draw on the fund called "Increase of the Navy" and detail for clerical services?

Mr. DARLING. There must be, it would seem, some elasticity about it.

Mr. LITTAUER. Why?

Mr. DARLING. Because of the constant increase in the work.

Mr. LITTAUER. That is true with all other departments. The estimate is made, we consider it and determine whether or not to give it.

Mr. DARLING. Yes, sir; there is another thing which comes in which must be a fixture. We took the employees in, or intend to take them in, at the lowest rates, and when they come in they are paid lower rates than they are entitled to—lower than they are worth in the open market. To illustrate, in a specific case, we take in a messenger boy at \$1.04.

Mr. BINGHEM. That is just a common laborer's pay?

Mr. DARLING. Uncommonly low laborer's pay. At the end of six months, if the boy has done well, we give him \$1.50, and at the end of the year \$2. By that time he has generally become a typewriter and stenographer. You can not get an experienced stenographer and typewriter to stay with you for short of \$3.04 a day up to \$1,200 to \$1,400 a year. That system of promotion necessarily forces the labor up to the point it is worth in the open market.

Mr. LITTAUER. But that bears no more strongly on the Navy Department than it does on any other Department of the Government. Now, our business here is to go over the estimates of the subordinate forces of all of the Departments of the Government in order that we may recommend that certain particular numbers be authorized to be employed during the following year. Your Department has practically, so to speak, gotten outside of all of that by having this big sum for "Increase of the Navy," so whether we give you 3 clerks of class 4 or 13 clerks of class 4 it does not make any difference, you can do what you please. We seek to get your force in a permanent condition.

Mr. DARLING. The law, as I understand it, calls for a report as to what we are actually paying at the present time.

Mr. LITTAUER. And also calls for a report as to whether or not you are not carrying on your clerical force any number of people who are paid out of "Increase of the Navy."

Mr. DARLING. Yes, sir. The force will necessarily have to be increased some during the coming year.

Mr. LITTAUER. Can not you estimate for that now?

Mr. DARLING. It can be estimated for, but it can not be estimated for definitely.

Mr. LITTAUER. It seems to me that you might be able to estimate as closely as, for instance, they do in the Treasury Department or in the Post-Office Department. The work in all those Departments is estimated.

Mr. DARLING. It could be done in this way: We would first have

to increase the rate of pay in order to make it certain. Secondly, we would have to increase the number. Those two elements would have to be taken into consideration if it were to be put on a permanent basis.

Mr. GILLET. Why would it be necessary to increase the rates of pay?

Mr. DARLING. From time to time the rates of pay have to be increased in order to keep the men; and especially is that true of the draftsmen. There is a particular case that is now pending before the Department which will illustrate that. If you will turn to the "Bureau of Construction and Repair" you will find there "one ship draftsman \$9 a day." I wish to say a word about that draftsman. He is an all around man and drafting is but a small part of his work.

Mr. BINGHAM. Do I understand that his compensation is fixed upon the rate of pay he now receives?

Mr. DARLING. That is exactly what he receives now. That man came into the service ten years ago or more—I speak offhand—at a lower rate and has forged his way up by demonstrating his usefulness to the pay of \$9 a day. The chief constructor came to me some days since; he said, "That man's pay must be raised or we will lose him." At first I said, "Let him go; we will try to fill his place." The constructor said, "I can not fill his place."

Mr. LITTAUER. What is his work?

Mr. DARLING. He is a general all around man. He superintends the drafting rather than drafts himself.

Mr. LITTAUER. He looks after the other draftsmen?

Mr. DARLING. He looks after the others and superintends their work. He is a superintending draftsman, or, in other words, he might be called an expert aid under the constructor.

Mr. LITTAUER. We generally call them chiefs of divisions.

Mr. DARLING. Perhaps so. The constructor said: "I can not fill that place. I know of but one man who could fill his place, in my experience, and you must allow him \$12 a day or he will go." The chief constructor argued at considerable length, and it seemed so forcible that I gave away and gave the man \$12 a day. The man reflected on it over night and said: "I can not accept it; I must go," and he has gone to a position that pays \$5,000 a year, it is understood. Now the chief constructor comes and says: "I know of but just one man who can fill that place and I want to offer him \$12 a day." I said, "Rather than authorize that, you may ascertain what you can do with the man. You may offer him \$10 a day, if you say he is the only man you can get." He saw him and after going over the matter at great length, asked him if he would entertain a proposition of \$12 a day, if made.

Mr. LITTAUER. What was he receiving?

Mr. DARLING. I will tell you. We supposed he was receiving but \$10 a day. He thought over that proposition and said that he could not accept it. That he would rather work for the Government at less money than he could get outside; but his present employers had put him up to \$4,000 a year and thus he could not accept it. Whether or not that offer was made after we began to talk with him I do not know, but I think not. I was given the impression that he was already getting that sum of money. We supposed he was getting \$10 a day. The place is vacant and we do not know how to fill it.

MR. GILLETT. Why; and would that not apply to all these cases; could not this man instead of being paid a per diem, go on the roll like all others?

MR. BINGHAM. They do.

MR. DARLING. They are carried out on that theory. We have entered them both ways you will see. We put in just what they are getting, and what that would amount to on a salary.

MR. GILLETT. What is that statement you have in your hand?

MR. DARLING. That is what we submitted to the Treasury Department. We have attempted to comply with the law in that way, leaving it to you to say whether you will take it as it appears in one column or the other.

MR. GILLETT. In these per diem cases, are these men on the same footing as the other clerks? Do they get a holiday of two weeks or do they get so much per day during the holidays?

MR. PETERS. Yes, sir.

MR. BINGHAM. Do your per diem men receive thirty days' annual leave? Do they also receive thirty days' sick leave?

MR. PETERS. Yes, sir; in each case that is deemed special and meritorious.

MR. BINGHAM. On page 160 of the bill you will find that the Hydrographic Office submits only one line of recommendation, and that is fixed stipend—annual pay.

MR. DARLING. They are not paid out of "Increase of the Navy." The "Increase of the Navy" we have all construed as not going to the Naval War Records, the Hydrographic Office, and that sort of work. It is that work that comes under the Bureau of Construction and Repair, where they are expanding their work; the Bureaus of Supplies and Accounts, Equipment and Engineering, and that class of work where it was on the permanent basis before the Spanish war; that there has been considerable growth, and we have drawn from the "Increase of the Navy" to supply those bureaus.

Now, to return to that construction proposition, which merely raises the question for the whole Department. We are without a man to hold the position of expert aid or superintendent of drafting, or chief draftsman. It is a most important position, and we have no idea as to what price we will have to pay to fill it. We will have to fill it as we can buy upon the market. That covers the drafting business very largely.

MR. LITTAUER. But that is the case throughout the administrative work of the Government; you have to find employees to fill places. They estimate for the salaries, we give it to them, then they have to find the men.

MR. BINGHAM. Would that man be under the civil service?

MR. DARLING. He would have to pass a special examination under the Construction Corps.

MR. BINGHAM. He would be subjected to that?

MR. DARLING. Yes, sir.

MR. BINGHAM. That is by order of the Civil Service Commission?

MR. DARLING. I do not think that is established by the Civil Service Commission; the Bureau of Construction and Repair furnishes the data.

MR. BINGHAM. They provide the formula of examination?

MR. DARLING. Yes, sir; the Construction Corps does.

Mr. BINGHAM. And the Civil Service Commission simply approves it?

Mr. DARLING. Yes, sir.

Mr. BINGHAM. And this examination is carried on under the supervision of the Construction Department of your own Department?

Mr. DARLING. Yes, sir; because of the peculiar kind of work. There is no other means of securing the men. They come in after a special examination.

Mr. PETERS. The Civil Service Commission could not furnish these people.

Mr. BINGHAM. As I understand the proposition in this submitted document of the Navy Department, which in whole, I think, should be a part of our minutes because it would be of easy reference for us in our work, it is simply whether we shall continue the present condition of affairs, the ad libitum act on the part of the Secretary in the matter of the increase of force under "Increase of the Navy," or whether we shall take up the recommendation, as here presented, on the per diem basis or whether we shall take up the recommendations on the fixed stipend basis and fix the allowances at \$1,200, \$1,400, and \$1,600 instead of at \$1.50, \$2, and \$2.50 per diem.

Mr. Secretary, what seems to be the judgment of the Secretary upon the better method—the method of per diem or the method of incorporating with a fixed stipend only your regular force, the body now existing under "Increase of Navy?" Do I make myself clear?

Mr. DARLING. Yes, sir; so far as the clerical force is concerned. The drafting force is another thing.

Mr. BINGHAM. That is technical, of course.

Mr. DARLING. So far as the clerical force is concerned, I know of no reason why that should not be put on a permanent basis. So far as the drafting force is concerned, I doubt the expediency of it, unless you intend to allow a considerably larger sum than what is now being paid.

Mr. LITTAUER. During the year, do you make a number of advances in the per diem of these draftsmen?

Mr. DARLING. There is not a day that there is not an application before me for that purpose, and from time to time it is done.

Mr. LITTAUER. When you say "from time to time," how many advances do you make in a month?

Mr. DARLING. I would not be able to answer that question without examining the records.

Mr. LITTAUER. Are there so great a number that you would think it inadvisable to state a yearly salary, a fixed salary, for that sort of force?

Mr. DARLING. I would say it might embarrass us. There has been a tendency for the last three years to increase the compensation paid to draftsmen, and there is at all times a shortage in the drafting force. It is very difficult to obtain draftsmen, especially draftsmen in the Bureau of Construction and Repair. It is also very difficult to get expert electrical draftsmen.

Mr. BINGHAM. Do you experience that same difficulty in the engineering department?

Mr. DARLING. Not to the same extent, because steam engineering is an older science and there are more steam engineers in the country.

Mr. BINGHAM. And the Department is training the junior officers in

the Engineering Bureau to a line of work in connection with engineering?

Mr. DARLING. Yes, sir; but our officers do not do any drafting themselves.

Mr. BINGHAM. I thought you were teaching and instructing the junior officers—the young cadets?

Mr. DARLING. That is in the Construction Corps.

Mr. BINGHAM. In the Engineering Corps I think they are also training them as draftsmen?

Mr. DARLING. After they have graduated the engineers do not study drafting at any school.

Mr. BINGHAM. I know that. I thought they were now pursuing, since the Engineering Corps is a part of the line, the policy that when they take on additional force they select them from the juniors, the boys just graduated, and then put them through a certain line of instruction, and in that line of instruction is drafting?

Mr. DARLING. That certainly applies to the Bureau of Construction. They have arrangements made with the School of Technology at Boston, where they go and take a course, but I do not understand that there is a like course of drafting in the Engineer Corps.

Mr. BINGHAM. I hardly understand your position. Does your Department, after the Secretary's year's deliberation, desire the body of the bill in italics, which indicate this force now in your Department at the present time, covering all that you now have, together with your proposition of increase force—does your Department desire that they shall be given per diem pay or employment, or does your Department desire that they shall be at fixed salaries, like in other Departments of the Government, first-class, second-class, third-class, and fourth-class clerks, and such other designations as you may see proper—which does your Secretary prefer?

Mr. DARLING. I would say as to those who do strictly clerical work you better put them on the permanent force, but not the technical, scientific men like draftsmen—

Mr. BINGHAM. Excepting the designation in this print that you have submitted to us?

Mr. GILLET. That is the scientific distinction, I should say?

Mr. DARLING. Yes, sir.

Mr. BINGHAM. The clerks should go on the permanent roll, which means an increase in your naval subordinate force to that extent?

Mr. DARLING. Yes, sir.

Mr. BINGHAM. What else?

Mr. DARLING. Drafting—

Mr. BINGHAM. That is the only exception?

Mr. DARLING. And scientific. As to the scientific work, I would say that it would be possible and practicable to put them on a permanent basis provided they were put upon a basis somewhat advanced from what we are already paying them in order that we might keep the places constantly filled. The employees are now being constantly taken from our Department to other Departments. It is said that they are better paid in the other Departments. You know more about that than I do.

Mr. LITTAUER. Why would it not be better to let them continue under "Increase of the Navy," as they are now?

Mr. DARLING. Admiral Bowles was very strong in urging that position.

Mr. LITTAUER. And then if you would submit to us each year, in detail, under the head of each bureau, those whom you did employ under this "Increase of the Navy," we could keep track of them.

Mr. DARLING. I think they have done that. They have put in after they have made their regular estimate a statement of so many men at so much a day and so many men at so much a day right along down through the list.

Mr. BINGHAM. Your proposition resolves itself into this. We can not make the distinctions because we may not be able to draw the line that you want drawn, and so you must give us a list of those you desire to go upon the per diem roll or this regular roll which sets out the clerical force at such and such compensation, and then we want a list of what you want done with your scientific subordinate force, together with the per diem allowances you propose for them. And then, if you want to go a step further, give us the paragraph, with these limitations, covering your right to make inroads in the future upon the "Increase of the Navy," if the Secretary desires to do that. I think he wants, as a rule, to eliminate from the Department any inroad upon the "Increase of the Navy" fund, and wants to come to Congress for his subordinate force instead of having this privilege of drawing upon the "Increase of the Navy." Does that concur with your idea?

Mr. DARLING. Yes, sir.

Mr. GILLETT. You said that some of your men were drawn to other departments. That can not apply to ship draftsmen. Who does it apply to?

Mr. DARLING. It applies to draftsmen generally.

Mr. GILLETT. You do not have to let them go unless you want to?

Mr. DARLING. When an application comes in for a transfer it comes in from the head of the other department. They would like us to transfer A, B, or C at such a salary, and as that salary is an increase over what we are paying we do not feel like saying no to a young man who can get \$1,400 a year while we only pay him \$1,200, and we excuse him as soon as his place can be filled.

Mr. GILLETT. I understand.

Mr. BINGHAM. You have made the general proposition perfectly clear. Mr. Courts has drawn this, which is in line with my rough statement.

Submit detailed estimates for all clerks, messengers, and laborers required under each bureau or office in lieu of such services now employed and paid from "Increase of the Navy," making the compensation annual instead of per diem, but in no case exceeding the annual aggregate of the latter.

Mr. DARLING. In respect to that, all the salaries should be modified, for this reason. There is one clerk now at \$4 per diem. That would mean \$1,252 a year, and that should be a \$1,200 or a \$1,400 position. Then there is another clerk at \$3.52 per diem. That would be \$1,101.76, and he should have \$1,000 or \$1,200.

Mr. COURTS. The committee do not want any anomalous rates.

Mr. BINGHAM. We want first, second, third, and fourth classes; we want messengers at messenger rates, and laborers at laborers' rates.

In addition, please submit the amount probably to be required to be used for scientific or technical services under "Increase of the Navy." I believe you now understand clearly what we desire. If you will kindly send it to us in the course of a few days we will be obliged.

Mr. DARLING. Yes, sir. What suggestion would the committee make with respect to such a position as that of messenger boy at \$1.04? After six months his salary is increased, and at the end of twelve months his salary is increased again. What would you suggest in regard to messenger boys?

Mr. LITTAUER. So many messenger boys at \$300 per annum, and so many messenger boys at \$360 per annum.

Mr. GILLET. They have that in all of the other Departments.

Mr. DARLING. Do they promote during the year?

Mr. LITTAUER. Promotions are only made when vacancies occur. Your work must be based upon annual estimates.

Mr. BINGHAM. You could make the messenger boys at \$300 a year?

Mr. LITTAUER. Three hundred dollars a year for the first year, and then, next year, if you feel that the force should be estimated for at \$360 your estimates would show that fact when they came here.

Mr. DARLING. That is the practice?

Mr. LITTAUER. Yes, sir.

Mr. PETERS. In the case of these messenger boys, in forty-nine cases out of fifty we get them soon after they graduate from some high school. They are generally persons who have taken lessons in typewriting and stenography and they increase very rapidly in experience and usefulness. We have been giving those who are worthy promotions at the end of six months and at the end of twelve months. Then they can not increase beyond that until they go to the Civil Service Commission and take an examination.

Mr. LITTAUER. Under this plan they would not get any promotion until the end of the year unless vacancies occurred. These are annual estimates.

Mr. BINGHAM. The next item is "Library of the Navy Department," and the estimate for that item is the same as the appropriation for last year?

Mr. DARLING. Yes, sir; there are no changes in that item.

Mr. BINGHAM. You have no recommendations of reductions of any kind?

Mr. DARLING. There is no reduction in the library.

NAVAL RECORDS OF THE REBELLION.

Mr. BINGHAM. The next item is "Office of the Naval Records of the Rebellion." There is a reduction there?

Mr. DARLING. Yes, sir.

Mr. BINGHAM. How is that caused?

Mr. DARLING. By reason of the fact that the appropriation that was made a year ago has not yet been exhausted.

Mr. BINGHAM. The next item is "For continuing the publication of an edition of 11,000 copies of the Official Records of the Union and Confederate Navies in the War of the Rebellion." I understand that \$10,500 will be needed for one volume?

Mr. DARLING. Yes, sir.

Mr. BINGHAM. That is all that is recommended for this year?

Mr. DARLING. Yes, sir.

Mr. BINGHAM. How many volumes have been completed?

Mr. DARLING. Seventeen volumes.

Mr. BINGHAM. How many volumes will there be when this work is completed?

Mr. DARLING. Between 25 and 30 volumes.

Mr. BINGHAM. And you are only asking for sufficient money for one volume this year?

Mr. DARLING. They have left over from last year enough money to provide for either two or three volumes.

Mr. PETERS. They have had more money than they could use.

Mr. BINGHAM. In other words, you have a sufficient balance to complete two volumes the coming year?

Mr. DARLING. Yes, sir.

Mr. BINGHAM. With the allowance of \$10,500?

Mr. DARLING. Yes, sir.

Mr. GILLET. I think when they started there were only to be 8 or 10 volumes?

Mr. DARLING. Yes, sir; but the scheme has been enlarged.

OFFICE OF JUDGE-ADVOCATE-GENERAL.

Mr. BINGHAM. The next item is "Judge-Advocate-General United States Navy," and "to be an assistant to the Judge-Advocate of the Navy, and to perform the duties of that officer in case of his death, resignation, absence, or sickness" is marked in our books to be stricken out. I do not think you want that stricken out; somebody must take his place.

Mr. DARLING. The Solicitor of the Department takes his place in the absence of the Judge-Advocate-General.

Mr. BINGHAM. You have marked it to be stricken out.

Mr. DARLING. That should not be; there must be some mistake.

BUREAU OF NAVIGATION.

Mr. BINGHAM. The next item is "Bureau of Navigation," and you want an increase of \$2,800?

Mr. DARLING. Yes, sir; we ask for an increase there of an \$1,800 man, a \$1,600, and so along down in each class.

Mr. LITTAUER. You ask for less in the lower class, and so this is simply a matter of promotion all along the line?

Mr. DARLING. There are some vacancies there, but we have not been intending to make those promotions; we want to get some better men of the higher class; that is what they are looking for.

Mr. PETERS. During the Spanish war there was no provision made for the Bureau of Navigation, and the Secretary did not care to appoint people under "Increase of the Navy." So they used 20 enlisted yoemen, and afterwards those yoemen were put into the classified service by an order of the President.

Mr. DARLING. There are no longer any enlisted men in the office of the Bureau of Navigation. You appropriate for them now at \$840 a year. That is a lower rate than if we had presented the matter to Congress.

Mr. BINGHAM. Is the work in the Bureau of Navigation increasing?

Mr. DARLING. Yes, sir; very much.

Mr. BINGHAM. On account of more ships?

Mr. DARLING. Yes, sir; and then there are more men. The number of men has been increased from 20,000 to 35,000. That Bureau is one of the great bureaus of the Department.

Mr. BINGHAM. That is the Bureau which shows an increase in the number of men and the number of ships?

Mr. DARLING. Yes, sir.

Mr. BINGHAM. Perhaps more than any other bureau in your Department?

Mr. DARLING. Yes, sir; unless it may be the Bureau of Construction and Repair.

Mr. GILLET. I see you leave 14 of the yeomen at \$840?

Mr. PETERS. Yes, sir; there were 20.

Mr. GILLET. Now you are going to promote 6 and give them the higher pay, and leave 14 at \$840?

Mr. PETERS. Yes, sir; that reduction has been made because those men have shown greater ability and have gone to different kinds of work, and are now receiving higher rates of pay.

Mr. BINGHAM. You think that \$840 for the remaining 14 is ample for the work they perform?

Mr. PETERS. That is the Secretary's recommendation.

Mr. DARLING. That is very low pay, and there is much complaint that they are unable to keep their clerks, but at the Department we have attempted to do as you feel about it—to hold down just as much as possible. It is really not enough. When you find a stenographer and typewriter he is worth more than \$840 in the open market, if he is a good stenographer.

Mr. BINGHAM. If he is a good stenographer, the work being technical, he is worth more than that.

Mr. DARLING. Eight hundred and forty dollars in Washington is not equal to \$840 in the country.

Mr. BINGHAM. It is just as much as \$840 in Philadelphia.

Mr. DARLING. Yes, sir.

Mr. BINGHAM. Or in New York?

Mr. DARLING. Yes, sir.

OFFICE OF NAVAL INTELLIGENCE.

Mr. BINGHAM. The next item is "Office of Naval Intelligence." You have one clerk of class four, and you want to increase him to chief clerk, at \$1,800?

Mr. DARLING. Yes, sir.

Mr. BINGHAM. That is a modest increase?

Mr. TAYLOR. That is simply a change of designation?

BUREAU OF EQUIPMENT.

Mr. BINGHAM. The next item is "Bureau of Equipment," and you ask for "one clerk of class three (in lieu of one writer, at \$5.20 per diem, \$1,627.60)?"

Mr. DARLING. That is a cut down. That is one of the cases that we want to put on the permanent roll.

Mr. BINGHAM. You ask for an electrical expert and draftsman, \$2,000, an increase from \$1,600.

Mr. DARLING. Yes, sir.

Mr. BINGHAM. Where is that man to be employed?

Mr. DARLING. In the Bureau of Equipment; he is one of the scientific electrical draftsmen.

Mr. BINGHAM. He takes up the work of electrical work on vessels?

Mr. DARLING. Yes, sir. He is a scientific man.

Mr. BINGHAM. Has there been any difficulty in retaining that man?

Mr. DARLING. I am not able to say as to that; but that class of men is worth \$2,000.

Mr. BINGHAM. You think that work is worth \$2,000?

Mr. DARLING. All through the service that salary is paid. He is one of the electrical draftsmen. We pay them \$6 and \$7 a day, and sometimes over \$7 a day, throughout the navy-yards on that work.

Mr. BINGHAM. For a day's work?

Mr. DARLING. Yes, sir.

HYDROGRAPHIC OFFICE.

Mr. BINGHAM. Next comes the paragraph for the "Hydrographic Office."

Mr. DARLING. There are no changes there, I think, except in the apprentices, where an increase of \$100 each is asked.

Mr. BINGHAM. Do I understand that the Hydrographic Office gives up that first paragraph?

Mr. COURTS. They merge that paragraph into the next one.

Mr. GILLETT. The paragraph in italics is apparently new.

Mr. TAYLOR. It is a substitution.

Mr. DARLING. The apprentices are all on the pay roll, and there is an increase in each case of \$100.

Mr. TAYLOR. There is an increase of \$5,000.

Mr. DARLING. In the Hydrographic Office as a whole.

Mr. TAYLOR. Yes, sir.

Mr. DARLING. That is another proposition.

Mr. GILLETT. What is the proposition?

Mr. DARLING. The proposition is on charts.

Mr. BINGHAM. The next item is for "Purchase of copper plates," etc., and you ask for \$7,000?

Mr. DARLING. There is no change in the estimate.

Mr. BINGHAM. The next item is for "Contingent expenses of branch offices at Boston, New York, Philadelphia," etc.

Mr. DARLING. There is no change in that estimate.

Mr. BINGHAM. You are asking for \$30,500; you are able to get along with that?

Mr. DARLING. Yes, sir; we can get along all right.

Mr. BINGHAM. The same is true of the next item?

Mr. DARLING. Yes, sir.

Mr. GILLETT. Do these branch offices have personnel?

Mr. PETERS. Yes.

Mr. DARLING. I think those are taken up in the hydrographic report.

Mr. GILLETT. As I remember there was some discussion on the floor, and as I do not know anything about it I would like to get the facts.

Mr. DARLING. Those can be provided, if you like. It does not appear in the estimate, and I have the impression it is all in the hydrographic report.

Mr. BINGHAM. Suppose you send us a statement as to the details and expenses at those respective points?

Mr. DARLING. Yes, sir.

Mr. LITTAUER. What, in a general way, is the work of these branch offices?

Mr. DARLING. These offices work in connection with the merchant marine and general shipping matters and whatever is brought into a port. As at Pensacola, that is becoming somewhat important, from a naval point of view, any way. The reporting of derelicts or the condition of lights or any matters that would be of use to navigation are brought there and reported to the hydrographer.

Mr. GILLET. Is he a naval officer?

Mr. DARLING. In all but five instances they are retired naval officers. The Chicago man is on the active list—I am speaking from memory—all the others are on the retired list, I think. Now, then, after they get their information it is forwarded to the Department. They also are provided with sailing charts and all sailing information which is given out by the Hydrographic Office that interests that section of navigation.

Mr. BINGHAM. Does the Weather Bureau merge into them in any way.

Mr. DARLING. No, not at all, beyond the fact that I know they report the probable conditions of currents, trade winds, etc., for the seasons; those appear on the hydrographic sailing charts.

Mr. BINGHAM. And that is on a board, placarded, and open to the public?

Mr. DARLING. Yes, sir; it is given out. The charts are sold to the merchant marine and are furnished to the ships of the Navy, and any information in regard to that port is available at the Hydrographic Office.

Mr. BINGHAM. And are published in the papers when there is anything out of the usual line to occur or occurring. The newspaper reporter having charge of the maritime line of work, I might say on any newspaper, always goes to the Hydrographic Office just like he goes to ascertain the sailing and arrival of vessels.

Mr. GILLET. The retired officers get full pay when on duty?

Mr. DARLING. Yes, sir.

Mr. GILLET. At Pensacola and Manila are they retired or active officers?

Mr. DARLING. They will be retired officers, I assume.

Mr. BINGHAM. The next item is "For seasonal pilot charts of the South Atlantic Ocean and of the South Pacific Ocean, \$2,000."

Mr. DARLING. Now, since we have maintained a fleet on the Asiatic Station and on the South Atlantic Station it has become necessary to provide charts for all the fleets in all those waters, and you will observe that appropriations have heretofore been made for providing charts in such and such waters, the North Atlantic, Caribbean, and all around in that manner. There has not been a special appropriation for the South Atlantic or the South Pacific, and it now becomes absolutely necessary to provide the fleets with such charts.

Mr. LITTAUER. Have these charts been already prepared?

Mr. DARLING. They have done much work, and they are now making charts and surveying in the Philippines and throughout the East.

Mr. LITTAUER. This appropriation is more particularly for seasonal pilot charts?

Mr. DARLING. Yes, sir; that is the chart I was speaking of; that gives the typhoons, etc.

Mr. LITTAUER. This is to cover the South Atlantic and the South Pacific oceans. Did you never have those charts before?

Mr. DARLING. We have never had pilot charts of these oceans before. Of course we have not been entirely without charts, but the charts are developing very rapidly, and then we have to use foreign charts to a greater or less extent.

Mr. BINGHAM. You get the foreign charts in exchange?

Mr. DARLING. Yes, sir; the surveying in the Philippines is very inadequate even now, and there has been done a great deal there within the last year by our fleet.

Mr. GILLETT. But the only thing I see here which is new in its character is the position of derelicts. Everything else, the currents, trade winds, etc., have been known for the last one hundred years.

Mr. DARLING. It has not been known.

Mr. GILLETT. We have been sailing both the South Atlantic and the South Pacific for one hundred years, and it seems that they must have been charted.

Mr. DARLING. There is a matter of the *Charleston* that went on the rocks.

Mr. LITTAUER. This is a mere seasonal pilot chart?

Mr. GILLETT. It seems to me that this must be on hand already?

Mr. DARLING. No; it is not. But it costs money to make those charts. There are 40 odd ships, great and small.

Mr. LITTAUER. Do they change from year to year?

Mr. DARLING. Yes, sir; more or less. I do not think the change is considerable.

Mr. GILLETT. The fog and ice and the direction of the winds can not change. You do not know in advance what they are going to be?

Mr. DARLING. That is true, but there has been great advance in our knowledge of these winds. For instance, I think it is only somewhat recently that at the suggestion of the Hydrographic Office they have adopted a steamship lane from here to Europe. That was based upon the development of hydrography for the purpose of avoiding collisions and icebergs, and while the winds have been blowing since the dawn of creation our knowledge of the South Pacific has vastly increased, but this knowledge has not yet been incorporated in a pilot chart, and yet there is much to know about the navigation of that section.

Mr. BINGHAM. Have we experienced, in our travels from San Francisco, or by Suez Canal to the Philippines, any loss on the part of our vessels?

Mr. DARLING. No, I do not think so; not on the high seas.

Mr. BINGHAM. On either route?

Mr. DARLING. No, sir. We have had some cases that were nearer than those on board desired, but there has been no loss. Our losses have been from running upon reefs. Very many of the ships, small craft, the army transports, and all that sort of craft, have touched bottom on the Asiatic Station.

Mr. BINGHAM. Because we have been the greatest traveler during our war?

Mr. DARLING. Yes, sir; but our charts are yet to be improved.

Mr. BINGHAM. Do you get the foreign charts?

Mr. DARLING. When we make a chart we put into it all the information we can get.

Mr. BINGHAM. You can get the charts from foreign offices?

Mr. DARLING. Yes, sir; such as they have, in times of peace; but we could not get them in war time, in all likelihood.

Mr. BINGHAM. Are the foreigners as thorough in that class of work as we are?

Mr. DARLING. It is understood they are not. All the Philippines is not charted yet.

Mr. BINGHAM. You ask for the cancellation of the next paragraph: "No expenditure shall be incurred or authorized for personal services or otherwise under the Hydrographic Office at Washington, D. C., during the fiscal year, etc." That paragraph was put into the bill after a great deal of discussion, and we would like to know why your Office desires its exclusion?

Mr. LITTAUER. You did not include it in your estimate.

Mr. PETERS. That was put in at General Bingham's suggestion last year.

Mr. COURTS. It has been in for three or four years.

Mr. PETERS. I think it ought to stay in.

General BINGHAM. I want to know if there is any desire on the part of the Department to have it excluded.

Mr. DARLING. I do not think that the Department has asked for it.

NAVAL OBSERVATORY.

Mr. BINGHAM. The next item is "Naval Observatory."

Mr. DARLING. I think there are no changes.

Mr. GILLETT. I see that you are asking for three assistant astronomers. Are they necessary to the working of the Navy?

Mr. DARLING. You are raising a question that there is a great deal to be said about.

Mr. LITTAUER. Has the matter been taken up during the past year?

Mr. DARLING. Yes, sir; there has been a board which has reported on it.

Mr. BINGHAM. Has that board passed judgment as to whether or not the superior officer of the Observatory shall be a civilian or a naval officer?

Mr. DARLING. There has been a board which has considered that subject.

Mr. GILLETT. A naval board?

Mr. DARLING. Yes, sir; A naval board.

Mr. LITTAUER. What has been the result?

Mr. DARLING. That is a matter that I would prefer you talked about with the Secretary of the Navy.

Mr. LITTAUER. Would there be any objection to sending us the report of the board that investigated this matter?

Mr. DARLING. I do not think so.

Mr. LITTAUER. It would give us a better understanding of the subject.

Mr. BINGHAM. Perhaps it would be well for the Secretary to write the committee a letter on the subject of whether he desires the existing conditions to continue?

Mr. DARLING. I think I can answer that.

Mr. BINGHAM. I would prefer not to go into the question at all, but to let it be determined by the Department.

Mr. DARLING. When this matter of making up the estimates came to me the Naval Observatory asked for a considerable increase in the estimates, and after giving it full consideration we thought it best to

permit the work to go on for the next year just as in the past and the estimates were made accordingly. So I do not think there is any question as to what the Secretary's answer would be on that point.

Mr. BINGHAM. Let me ask you this question as a general proposition: What relation has the Naval Observatory to the Navy in its usefulness and in its field of work—wherein comes the benefit?

Mr. DARLING. That raises the whole question, as it were, which it is for a technical man to answer rather than for me, but it is claimed that all the work done at the Naval Observatory—I now speak from memory—over 90 per cent of it, pertains directly to the Navy itself, its administration and navigation purposes.

Mr. BINGHAM. You mean the result of their astronomical observations?

Mr. DARLING. Yes, sir.

Mr. BINGHAM. Ninety per cent pertains to the work of the Navy?

Mr. DARLING. Yes, sir.

Mr. BINGHAM. You mean in the Nautical Almanac?

Mr. DARLING. Yes, sir.

Mr. GILLETT. The Nautical Almanac is not under the Naval Observatory?

Mr. DARLING. It is separate, but it is carried on there. They correct all chronometers.

Mr. BINGHAM. Correct the chronometers for the country?

Mr. DARLING. No, sir; they correct all the chronometers of the Navy. Every chronometer carried on a ship has to go to the Naval Observatory. It is run for quite a long time and then corrected.

Mr. BINGHAM. That is important?

Mr. DARLING. Yes, sir.

Mr. BINGHAM. What other work is done there?

Mr. DARLING. The planetary work and the movement of the celestial bodies. Of course they bear directly on the question of navigation. That is a very large part of the work done.

Mr. GILLETT. That is done in a great many other places throughout the world and is entirely available?

Mr. DARLING. I am not able to speak about that definitely, but I have been told by those who know that most of that is done under the admiralty jurisdiction abroad.

Mr. GILLETT. It would be entirely available for us?

Mr. DARLING. I hardly know how to answer that question. I suppose more or less of it could be purchased.

Mr. BINGHAM. Has the British navy an establishment like the Naval Observatory?

Mr. DARLING. Yes, sir; I understand so; and so has the French Government.

Mr. LITTAUER. Are we doing the same work that the other nations are doing?

Mr. DARLING. I suspect that their fields touch, but I am not an expert astronomer.

Mr. TAYLOR. Is it not a fact that all observatories, whether governmental or not, work in harmony, and that one is almost of as much importance as the other?

Mr. DARLING. That suggestion had not occurred to me, but from what we generally read of their observations of transits I think they

do. They go all over the world, taking observations here, there, and everywhere.

Mr. LITTAUER. There is an estimate on page 168 of \$6,000 "For observation of the total eclipse of the sun on August 30, 1905." That eclipse will of course be observed by astronomers from every observatory in the world. What special use will this appropriation, if granted, be to the Navy?

Mr. DARLING. That depends upon the astronomical knowledge they obtain. I suppose they will attempt to observe that eclipse all over the world. In some places there will be clouds and in some places sunshine; in some places they can not observe it and in some they can. I think it has been usual in cases of that nature to spend large sums of money in remote parts of the world in order to be sure to get scientific knowledge by reason of that eclipse.

Mr. GILLET. Is not that a scientific knowledge and not a naval knowledge?

Mr. DARLING. It may not be a naval knowledge, but it is no less important for that.

Mr. LITTAUER. You could not say whether or not any detriment would come to the Navy if we left out this estimated appropriation for that purpose?

Mr. DARLING. No; I would not say there would. I do not know that we could say that it would be any detriment to the Navy, even if we did not do a great many things. The great question of the Navy is one of public policy, appealing to Congress rather than to us.

Mr. BINGHAM. I think the better plan would be for you to make inquiry of the head of the Naval Observatory, by letter, and let him give us a statement, setting forth all the facts as to the maintenance of the Naval Observatory, and covering also the benefits to the Navy, if any. Of course, we are going to make the appropriation in some form, but we want to be intelligently informed as to where it relates and touches naval administration.

Mr. DARLING. Yes, sir.

Mr. GILLET. The Nautical Almanac matter could be covered in the same communication.

Mr. DARLING. Yes, sir.

Mr. BINGHAM. The next item, "For pay of computers on piecework in preparing for publication the American Ephemeris, etc.," is the same as the appropriation for last year?

Mr. DARLING. Yes, sir.

BUREAU OF STEAM ENGINEERING.

Mr. BINGHAM. The next item, "Bureau of Steam Engineering," is the same?

Mr. DARLING. Yes, sir. You will observe that there has been an attempt made in that Bureau to put the clerical force on a permanent basis and leave the other as it is.

BUREAU OF CONSTRUCTION AND REPAIR.

Mr. BINGHAM. We come to the item "Bureau of Construction and Repair." One additional clerk of class 4 is asked for.

Mr. LITTAUER. Is that to be a clerk who will take the place of the assistant draftsman in the next line of that paragraph?

Mr. DARLING. That would be one clerk of class 4, \$1,800.

Mr. LITTAUER. The present law reads, "Three clerks of class 3; assistant draftsman, \$1,400." That last item is left out of the present bill?

Mr. DARLING. They are already there, and this clerk of class 4, \$1,800, and the two clerks of class 2, \$1,400, are additional, and that is for the purpose of putting these men on the permanent roll.

Mr. GILLETT. They are now covered under "Increase of the Navy?"

Mr. DARLING. I do not know; somebody is doing that work.

Mr. BINGHAM. That you will please look up.

Mr. LITTAUER. I notice at the bottom of page 171 you state "and if they are to be considered (that is, the following draftsmen and other employees) a part of the permanent and regular force of the Bureau, they should be appropriated for." What was your object in putting in that particular paragraph?

Mr. DARLING. I will tell you. It came up in this way: The Bureau of Construction and Repair contend that the strictly clerical work may be put upon a permanent basis, but they are very much opposed to drafting and that class of work going there; and you will observe that in compliance with this law which requires them to make their estimates for these they say if this is to be done, it is so and so.

BUREAU OF SUPPLIES AND ACCOUNTS.

Mr. BINGHAM. The Bureau of Supplies and Accounts. For a civilian assistant; that you have now?

Mr. PETERS. Yes, sir.

Mr. LITTAUER. Your intention is to leave it just as it is now, with all the provisions—

Mr. PETERS. I believe there is no change.

Mr. LITTAUER. Then the omission of the qualification is not intentional in the estimates?

Mr. PETERS. It is not intended to leave it out.

Mr. BINGHAM. Is that an error?

Mr. PETERS. We thought you would put that in the bill in making it up. It might be termed an error.

Mr. GILLETT. I suppose these new clerks are the same thing, transferred from the increase of the Navy?

Mr. DARLING. We want additional help there. We are very anxious for additional help.

Mr. BINGHAM. Has the work increased so much you want so much difference? The difference is nearly \$9,000.

Mr. DARLING. Yes; I do. I think they asked for nearly double that, but I cut it down to that.

Mr. BINGHAM. That is an increase of 20 per cent.

Mr. DARLING. There is a tremendous pressure on that Bureau.

Mr. GILLETT. Why is it? Why should it be so big now?

Mr. DARLING. There is a thing that occurs all the time in Government work. We are checking and counterchecking each other, and the increase of the Navy bears on that Bureau as hard, or harder, than any other one, and you take into consideration that the cost of the work done is very great compared with what it was only a few years ago, before the Spanish war.

Mr. BINGHAM. Mr. Secretary, look at this item. Why should you

increase 3 clerks of class 4 to 6 clerks of class 4, giving you 3 men at \$1,800 additional?

Mr. DARLING. It is on just that account.

Mr. BINGHAM. Those are the highest conditions?

Mr. DARLING. Yes, sir; but you understand they handle a hundred million dollars there.

Mr. BINGHAM. Is this the Paymaster-General?

Mr. DARLING. The Paymaster-General, the purchasing office, and the pay office combined, and if there is any place where there is any pressure, or liable to be any, there is the place.

Mr. BINGHAM. They have, of course, to handle the expenditures and the adjustment of the accounts of the Navy.

Mr. DARLING. Yes.

Mr. BINGHAM. And the character of the clerks must be of the highest.

Mr. DARLING. The character of the clerks who superintend that work and have to do with the caring for—

Mr. BINGHAM. They are paymasters in fact.

Mr. DARLING. Yes, in the Bureau.

Mr. BINGHAM. In the sense of accounts.

Mr. DARLING. They must have a character of men who can be depended upon.

Mr. BINGHAM. What do the paymaster's clerks receive?

Mr. PETERS. They receive as high as \$1,600.

Mr. BINGHAM. And rations?

Mr. PETERS. Yes.

Mr. DARLING. According to the ship; on small ship would not receive as much.

Mr. BINGHAM. How do you mean a small ship?

Mr. DARLING. You take a battle ship where there are 700 men, it would require more of the paymaster and more of the clerk than a surveying ship, say, with only 50 or 75 men.

Mr. BINGHAM. I thought a paymaster was liable to be ordered to any vessel.

Mr. DARLING. A paymaster is, but their clerks are not.

Mr. BINGHAM. Do they not take them with them?

Mr. DARLING. No; the paymaster appoints his own clerk, and when he is relieved from a ship usually his clerk leaves.

Mr. BINGHAM. And his clerk receives no compensation after that?

Mr. DARLING. No; it is a private appointment, which is approved or disapproved by the Department, as the case may be.

BUREAU OF MEDICINE AND SURGERY.

Mr. BINGHAM. The next is the Bureau of Medicine and Surgery.

Mr. DARLING. There is no change in that except in one clerk.

Mr. BINGHAM. You want one additional clerk of class one, at \$1,200. Driver for National Dispensary. You cross out "and janitor."

Mr. DARLING. Yes, sir; because the dispensary has now moved into the Mills Building.

Mr. BINGHAM. Which is under your control.

Mr. GILLET. Will you still need the driver? The same man seems to be both driver and janitor.

Mr. DARLING. No. I can not answer right off.

Mr. PETERS. The driver is detailed to drive the physician who visits the officers in the city, and they use him for the double purpose.

Mr. BINGHAM. This assumes they need the driver continually?
Mr. DARLING. If that is what the driver does, he is still needed.

CONTINGENT EXPENSES, NAVY DEPARTMENT.

Mr. BINGHAM. Contingent expenses, Navy Department. They run along the same?

Mr. DARLING. No; there is an increase.

Mr. BINGHAM. Do I understand you need that large appropriation?

Mr. LITTAUER. We gave you last year a specially large increase for professional and technical books. Does that need to be permanently made?

Mr. DARLING. If that is used that is a permanent thing, technical books and works.

Mr. LITTAUER. Well, why has it increased so much of late years?

Mr. BINGHAM. We gave you \$2,000 for the current year, I remember, at the special request of the Secretary. I do not think there is anything the Navy requires to seek that should be continued; that after a reasonable falling off of technical books you would come back to normal old conditions.

Mr. DARLING. I understand that has been expended on current works and past works of that sort.

Mr. BINGHAM. Will you not kindly make a memorandum and look into that and see if you can not cut that down? We come to the item for stationery, furniture, newspapers, etc. You ask for an increase of \$3,000. What is it that makes the necessity of that increase, when, since 1900, you have spent no more than \$10,000, and have not come to Congress for a deficiency? You have not asked for a deficiency, and yet you increase it 25 per cent.

Mr. DARLING. Because of the contingencies that arise. We have been exceedingly short last year.

Mr. BINGHAM. Well, we want you to be short.

Mr. DARLING. But there are some things we can not be short on. There is one bureau, that is the Bureau of Supplies and Accounts, to supply their paper, ink, stationery, and various things of that sort they asked for \$6,000 when these appropriations were made up. That is the contingent for that Bureau and they maintain——

Mr. BINGHAM. I know that Bureau may be your greatest bureau.

Mr. DARLING. And they maintain they have got to have it. Heretofore we have provided for that Bureau out of this \$12,000 contingent, and now they say for the coming year, over and above this \$12,000 that is allowed to the Navy Department, they should have for their Bureau alone in addition \$6,000.

Mr. BINGHAM. Do they supply all the paymasters with their stationery equipment?

Mr. DARLING. Not out of this appropriation. There is, I suppose, a clause in the navy bill under supplies and accounts for providing for stationery, etc., for the Navy, but under the contingent stationery, etc., for the Department——

Mr. BINGHAM. This is simply for the office of accounts?

Mr. DARLING. This is for the Department; but they ask for \$6,000——

Mr. BINGHAM. All the rest comes in the naval bill?

Mr. DARLING. This is not simply for the office of accounts but for the Department.

Mr. BINGHAM. That is really what I meant. Distribution is made from this to the entire Department?

Mr. DARLING. Yes, sir.

Mr. BINGHAM. Now, give me the reason why the Bureau of Accounts should want so much more for their department, because that is an extraordinary amount of stationery—

Mr. DARLING. We did not allow them the \$6,000; we cut down the \$6,000 entirely.

Mr. GILLETT. How many clerks are there in that department?

Mr. DARLING. I would say about 70 or 75.

Mr. BINGHAM. It is one of your largest bureaus.

Mr. GILLETT. That is a hundred dollars' worth of ink and paper for each clerk.

Mr. PETERS. We have this Mills Building, and we were given a number of different rooms, and we were given \$5,000 with which to pay all the expense of buying furniture, etc., which was not enough.

Mr. LITTAUER. You were given \$5,000 for moving?

Mr. PETERS. It cost us pretty nearly that to move the Hydrographic Office, in moving the presses, etc. That division spent \$5,000 for one power press that had to be put in there. But I was going to say, we did not buy new furniture; we used the old furniture as far as we could. We did not have cases enough. We have four or five offices in which the records are lying on the floor, as they have not the cases to file them in. The Bureau of Navigation requires about \$1,200 for cases.

Mr. BINGHAM. Is that paid for out of this item?

Mr. PETERS. Everything is paid out of that item. There are rooms there without carpets on them.

Mr. BINGHAM. Are you going to ask for a deficiency this year?

Mr. PETERS. Yes; we keep everybody in poverty.

Mr. BINGHAM. Are you going to have a deficiency on this item?

Mr. PETERS. Not on this item.

Mr. DARLING. But there will be such things as that; for instance, in the library, which has been increased, as you say, by appropriations from time to time. There are no shelves on which to put the books they own, and they are piled up there. I spoke of stationery because I had in mind that item, but it was that class of additional things that had to be purchased for the bureaus.

Mr. PETERS. That item takes in all—furniture and everything.

Mr. BINGHAM. The next item is the rent of Mills Building, which is under contract for ten years at a regular rental of \$24,500.

Mr. LITTAUER. Have you a deficiency this year for fuel and lights for that building?

Mr. PETERS. When the estimates were made for that building in the first place we did not know exactly how much it would take.

Mr. LITTAUER. You have \$4,700. Will it exceed that?

Mr. PETERS. Yes, sir; the price of coal is a little higher this year, and we had to have a little more than we had calculated.

Mr. DARLING. You understand there is a little deficiency in the coal.

Mr. BINGHAM. We must know from you what the estimate is; we can not estimate. You have here for coal, gas, and lighting about \$6,500. What have you to do with repairs? Does the lease require you to make all repairs?

Mr. PETERS. Yes, sir.

Mr. BINGHAM. What are the repairs for a building into which you have just moved?

Mr. PETERS. After getting the furniture in we find electric lights have to be changed, and the wear and tear on the electric lights is something, and the heating apparatus is something, and plumbing supplies, packing for the engines, and everything of that kind.

Mr. BINGHAM. Mr. Secretary, have you any additional statement to make?

Mr. DARLING. I do not think of any at this time.

Mr. GILLET. What is this naval dispensary, Mr. Secretary?

Mr. DARLING. That is a sort of drug store for the Navy. It is a drug store or dispensary for all the officers that are on duty within the radius of Washington.

Mr. GILLET. Just the officers here?

Mr. LITTAUER. For the officers and their families?

Mr. DARLING. For the officers and their families.

Mr. BINGHAM. Just the same as the Army dispensary.

Revised estimates.

[Furnished at request of the committee.]

NAVY DEPARTMENT, OFFICE OF THE SECRETARY.

	Present pay per annum employees.	Present pay per diem em- ployees.	Increase.	Decrease.	Recom- mended to be appro- priated.
Secretary	\$8,000.00	.....	.....	.....	\$8,000.00
Assistant Secretary	4,500.00	.....	\$500.00	.....	5,000.00
(Increase of \$500 submitted.)					
Chief clerk	3,000.00	.....	.....	.....	3,000.00
Clerk to Secretary	2,500.00	.....	.....	.....	2,500.00
Confidential clerk to Secretary	1,800.00	.....	450.00	.....	2,250.00
(In lieu of 1 clerk of class 4, increase of \$450 submitted.)					
Disbursing clerk	2,250.00	.....	.....	.....	2,250.00
Appointment clerk	1,800.00	.....	100.00	.....	1,900.00
(In lieu of 1 clerk of class 4, increase of \$100 submitted.)					
Clerk to chief clerk	1,800.00	.....	100.00	.....	1,900.00
(In lieu of 1 stenographer, at \$1,800, increase of \$100 submitted.)					
Private secretary to Assistant Secretary ..	1,600.00	.....	200.00	.....	1,800.00
(In lieu of one clerk of class 3, in- crease of \$200 submitted.)					
One clerk of class 4	1,800.00	.....	.....	.....	1,800.00
One clerk of class 4	1,800.00	.....	.....	.....	1,800.00
One clerk of class 2	1,400.00	.....	.....	.....	1,400.00
One clerk of class 2	1,400.00	.....	.....	.....	1,400.00
One clerk of class 2 (\$4.48 per diem)	1,200.00	\$1,402.24	.....	\$2.24	1,400.00
One clerk of class 1	1,200.00	.....	.....	.....	1,200.00
One clerk of class 1	1,200.00	.....	.....	.....	1,200.00
One clerk of class 1	1,200.00	.....	.....	.....	1,200.00
One clerk of class 1	1,200.00	.....	.....	.....	1,200.00
One clerk of class 1 (\$3.52 per diem)	1,000.00	1,101.76	.....	1.76	1,100.00
One clerk of class E	1,000.00	.....	.....	.....	1,000.00
One clerk of class E	1,000.00	.....	.....	.....	1,000.00
Telegraph operator (increase of \$200 sub- mitted)	1,000.00	.....	200.00	.....	1,200.00
One clerk of class E (\$3.28 per diem) .....	.....	1,026.64	.....	26.64	1,000.00
One clerk of class E (\$3.28 per diem) .....	.....	1,026.64	.....	26.64	1,000.00
One clerk of class E (\$3.04 per diem) .....	.....	951.52	48.48	.....	1,000.00
One copyist (\$2.80 per diem) .....	.....	876.40	23.60	.....	900.00
One copyist (\$2.80 per diem) .....	.....	876.40	23.60	.....	900.00
Carpenter	900.00	.....	.....	.....	900.00
One messenger	840.00	.....	.....	.....	840.00
One messenger	840.00	.....	.....	.....	840.00
One messenger	840.00	.....	.....	.....	840.00
One messenger	840.00	.....	.....	.....	840.00
One messenger	840.00	.....	.....	.....	840.00
One assistant messenger	720.00	.....	.....	.....	720.00

a This estimate is to cover the position of "one clerk, at \$1,800" now on the rolls of the Naval War Records Office, which position it is desired be transferred to the Secretary's office in place of one clerk at \$1,600, which latter position may then be dropped.

Revised estimates—Continued.

NAVY DEPARTMENT, OFFICE OF THE SECRETARY—Continued.

	Present pay per annum employees.	Present pay per diem employees.	Increase.	Decrease.	Recom- mended to be appro- priated.
One assistant messenger	\$720.00				\$720.00
One assistant messenger	720.00				720.00
One assistant messenger	720.00				720.00
One laborer	660.00				660.00
One laborer	660.00				660.00
One laborer	660.00				660.00
One laborer	660.00				660.00
One messenger boy (\$2 per diem)		\$626.00		\$26.00	600.00
One messenger boy (\$2 per diem)		626.00		26.00	600.00
One messenger boy (\$1.52 per diem)		475.76	\$124.24		600.00
One messenger boy (\$1.04 per diem)		325.52	74.48		400.00
Total	51,230.00	9,314.88	1,844.38	109.28	62,280.00
For the following for service in fireproof building authorized to be rented for use of the Navy Department:					
One assistant engineer	1,000.00				1,000.00
One fireman	720.00				720.00
One fireman	720.00				720.00
One fireman	720.00				720.00
One fireman	720.00				720.00
One elevator conductor	720.00				720.00
One elevator conductor	720.00				720.00
One charwoman	240.00				240.00
One charwoman	240.00				240.00
One charwoman	240.00				240.00
One charwoman	240.00				240.00
One charwoman	240.00				240.00
One charwoman	240.00				240.00
One charwoman	240.00				240.00
One charwoman	240.00				240.00
One charwoman	240.00				240.00
One charwoman	240.00				240.00
One laborer	660.00				660.00
One laborer	660.00				660.00
One laborer	660.00				660.00
One laborer	660.00				660.00
One watchman	720.00				720.00
One watchman	720.00				720.00
One watchman	720.00				720.00
One watchman	720.00				720.00
One watchman	720.00				720.00
One plumber	900.00				900.00
Total	66,090.00	9,314.88	1,844.38	109.28	77,140.00

NAVY DEPARTMENT, OFFICE OF THE JUDGE-ADVOCATE-GENERAL.

Solicitor	\$2,500.00				\$2,500.00
Chief clerk	2,000.00				2,000.00
One clerk class 4	1,800.00				1,800.00
One clerk class 4	1,800.00				1,800.00
One clerk class 3	1,600.00				1,600.00
One clerk class 2	1,400.00				1,400.00
One clerk class 1	1,200.00				1,200.00
One clerk class 1 (\$4 per diem)		\$1,252.00	\$48.00		1,300.00
One clerk class E	1,000.00				1,000.00
One clerk class E (\$3.28 per diem)		1,026.64		\$26.64	1,000.00
One clerk class E (\$3.28 per diem)		1,026.64		26.64	1,000.00
One clerk class D	900.00				900.00
One copyist, class C (\$2.48 per diem)		776.24	63.76		840.00
One assistant messenger	720.00				720.00
One messenger boy (\$1.52 per diem) a		475.76	124.24		600.00
Total	14,920.00	4,557.28	236.00	53.28	19,660.00

a Promoted from \$1.04 per diem, since estimates, to \$1.52 per diem.

Revised estimates—Continued.

NAVY DEPARTMENT, BUREAU OF NAVIGATION.

	Present pay per annum employees.	Present pay per diem em- ployees.	Increase.	Decrease.	Recom- mended to be appro- priated.
One chief clerk.....	\$2,000.00				\$2,000.00
One clerk of class 4.....	1,800.00				1,800.00
One clerk of class 4 (in lieu of 1 at \$840).....	840.00		\$960.00		1,800.00
One clerk of class 3.....	1,600.00				1,600.00
One clerk of class 3.....	1,600.00				1,600.00
One clerk of class 3.....	1,600.00				1,600.00
One clerk of class 3 (in lieu of 1 at \$840).....	840.00		760.00		1,600.00
One clerk of class 2.....	1,400.00				1,400.00
One clerk of class 2.....	1,400.00				1,400.00
One clerk of class 2.....	1,400.00				1,400.00
One clerk of class 2.....	1,400.00				1,400.00
One clerk of class 2 (in lieu of 1 at \$840).....	840.00		560.00		1,400.00
One clerk of class 1.....	1,200.00				1,200.00
One clerk of class 1.....	1,200.00				1,200.00
One clerk of class 1.....	1,200.00				1,200.00
One clerk of class 1.....	1,200.00				1,200.00
One clerk of class 1.....	1,200.00				1,200.00
One clerk of class 1 (\$3.52 per diem).....		\$1,101.76		\$1.76	1,100.00
One clerk of class 1 (\$3.52 per diem).....		1,101.76		1.76	1,100.00
One clerk of class 1 (\$3.52 per diem).....		1,101.76		1.76	1,100.00
One clerk of class 1 (in lieu of 1 at \$840).....	840.00		360.00		1,200.00
One clerk, at \$1,000.....	1,000.00				1,000.00
One clerk, at \$1,000.....	1,000.00				1,000.00
One clerk, at \$1,000.....	1,000.00				1,000.00
One clerk, at \$1,000.....	1,000.00				1,000.00
One clerk, at \$1,000.....	1,000.00				1,000.00
One clerk, at \$1,000.....	1,000.00				1,000.00
One clerk, at \$1,000.....	1,000.00				1,000.00
One clerk, at \$1,000 (\$3.28 per diem).....		1,026.64		26.64	1,000.00
One clerk, at \$1,000 (\$3.28 per diem).....		1,026.64		26.64	1,000.00
One clerk, at \$1,000 (\$3.28 per diem).....		1,026.64		26.64	1,000.00
One clerk, at \$1,000 (\$3.04 per diem).....		951.52	48.48		1,000.00
One clerk, at \$1,000 (\$3.04 per diem).....		951.52	48.48		1,000.00
One clerk, at \$1,000 (\$3.04 per diem).....		951.52	48.48		1,000.00
One clerk, at \$1,000 (in lieu of 1 at \$840).....	840.00		160.00		1,000.00
One copyist, at \$900.....	900.00				900.00
One copyist, at \$900.....	900.00				900.00
One copyist, at \$900 (in lieu of 1 at \$840).....	840.00		60.00		900.00
One copyist, at \$840.....	840.00				840.00
One copyist, at \$840.....	840.00				840.00
One copyist, at \$840.....	840.00				840.00
One copyist, at \$840.....	840.00				840.00
One copyist, at \$840.....	840.00				840.00
One copyist, at \$840.....	840.00				840.00
One copyist, at \$840.....	840.00				840.00
One copyist, at \$840.....	840.00				840.00
One copyist, at \$840.....	840.00				840.00
One copyist, at \$840.....	840.00				840.00
One copyist, at \$840.....	840.00				840.00
One copyist, at \$840 (\$2.48 per diem).....		776.24	63.76		840.00
One copyist, at \$840 (\$2.48 per diem).....		776.24	63.76		840.00
One copyist, at \$720.....	720.00				720.00
One copyist, at \$720.....	720.00				720.00
One copyist, at \$720.....	720.00				720.00
One assistant messenger, at \$720.....	720.00				720.00
One assistant messenger, at \$720.....	720.00				720.00
One assistant messenger, at \$720.....	720.00				720.00
One laborer, at \$660.....	660.00				660.00
One laborer, at \$660.....	660.00				660.00
One laborer, at \$660.....	660.00				660.00
One laborer, at \$660.....	660.00				660.00
One messenger boy, at \$1.52 per diem.....		475.76	124.24		600.00
Total.....	50,560.00	11,268.00	3,257.20	85.20	65,000.00

NAVY DEPARTMENT, BUREAU OF NAVIGATION, OFFICE OF NAVAL INTELLIGENCE.

One chief clerk (submitted in lieu of 1 clerk of class 4—no increase in pay).....	\$1,800.00				\$1,800.00
One clerk of class 2.....	1,400.00				1,400.00
One translator.....	1,400.00				1,400.00
One assistant draughtsman.....	1,200.00				1,200.00
One clerk of class 1 (\$4 per diem).....		\$1,252.00	\$48.00		1,300.00
One clerk at \$1,000.....	1,000.00				1,000.00
One clerk at \$1,000.....	1,000.00				1,000.00
One clerk at \$1,000.....	1,000.00				1,000.00
One laborer.....	660.00				660.00
One messenger boy (\$1.52 per diem).....		475.76	124.24		600.00
Total.....	9,460.00	1,727.76			11,260.00

Revised estimates—Continued.

NAVY DEPARTMENT, BUREAU OF EQUIPMENT.

	Present pay per annum employees.	Present pay per diem em- ployees.	Increase.	Decrease.	Recom- mended to be appro- priated.
Chief clerk	\$2,000.00				\$22,000.00
One draftsman who shall be an expert in marine construction	2,000.00				2,000.00
One clerk class 4	1,800.00				1,800.00
One clerk class 3 (\$5.20 per diem)		\$1,627.60		\$27.60	1,600.00
One electrical expert and draftsman	1,600.00		\$400.00		2,000.00
(In lieu of electrical expert and draftsman at \$1,600 per annum, in- crease of \$400 submitted.)					
One clerk class 2	1,400.00				1,400.00
One clerk class 1 (\$4 per diem)		1,252.00	48.00		1,300.00
One clerk class 1	1,200.00				1,200.00
One draftsman for work in connection with depots for coal	1,200.00				1,200.00
One clerk class 1 (\$3.76 per diem)		1,176.88	23.12		1,200.00
One clerk class E (\$3.28 per diem)		1,026.64		26.64	1,000.00
One clerk class E (\$3.28 per diem)		1,026.64		26.64	1,000.00
One clerk class E (\$3.28 per diem)		1,026.64		26.64	1,000.00
One clerk class E (\$3.04 per diem)		951.52	48.48		1,000.00
One clerk class E (\$3.04 per diem)		951.52	48.48		1,000.00
One clerk class E (\$2.48 per diem, in- crease to \$3.04 submitted)		776.24	223.76		1,000.00
One clerk (copyist, class D)	900.00				900.00
One clerk (copyist, class D, \$2.80 per diem)		876.40	23.60		900.00
One assistant messenger, class B	720.00				720.00
One laborer, class A	660.00				660.00
One messenger boy, class A (\$2 per diem)		626.00		26.00	600.00
One blue printer (\$1.04 per diem, increase to \$1.52 submitted)		325.52	274.48		600.00
One messenger boy, class A	360.00				360.00
Total	13,840.00	11,643.60	1,089.92	133.52	26,440.00

BUREAU OF STEAM ENGINEERING.

Chief clerk <i>a</i>	\$2,000.00				\$2,000.00
Clerk of class 3 <i>a</i>	1,600.00				1,600.00
Clerk of class 2 <i>a</i>	1,400.00				1,400.00
Clerk of class 1 <i>a</i>	1,200.00				1,200.00
Clerk of class 1 (\$4 per diem) <i>b</i>		\$1,252.00	\$48.00		1,300.00
Clerk of class 1 (\$3.52 per diem) <i>b</i>		1,101.76		\$1.76	1,100.00
Clerk of class E <i>a</i>	1,000.00				1,000.00
Clerk of class E (\$3.28 per diem) <i>b</i>		1,026.64		26.64	1,000.00
Clerk of class E (\$3.28 per diem) <i>b</i>		1,026.64		26.64	1,000.00
Clerk of class E (\$3.04 per diem) <i>c</i>		951.52	48.48		1,000.00
Clerk of class D <i>a</i>	900.00				900.00
Clerk of class C (\$2.48 per diem) <i>b</i>		776.24	63.76		840.00
Assistant messenger, class B <i>a</i>	720.00				720.00
Laborer, class A <i>a</i>	660.00				660.00
Laborer, class A <i>a</i>	660.00				660.00
Laborer, class A (\$2 per diem) <i>b</i>		626.00		26.00	600.00
Laborer, class A (\$2 per diem) <i>b</i>		626.00		26.00	600.00
Messenger boy, class A (\$1.52 per diem) <i>b</i>		475.76	124.24		600.00
Draftsman, class 2 <i>a</i>	1,400.00				1,400.00
Assistant draftsman, class 1 <i>a</i>	1,200.00				1,200.00
Total	12,740.00	7,862.56	284.48	107.04	20,780.00

NAVY DEPARTMENT, BUREAU OF CONSTRUCTION AND REPAIR.

Chief clerk	\$2,000.00				\$2,000.00
One clerk class 4 (submitted)			\$1,800.00		1,800.00
One clerk class 3	1,600.00				1,600.00
One clerk class 3	1,600.00				1,600.00
One clerk class 3	1,600.00				1,600.00
One clerk class 2 (now appropriated for as assistant draftsman)	1,400.00				1,400.00
One clerk class 2 (submitted)			1,400.00		1,400.00

a Now paid from legislative and judicial appropriation.*b* Now paid from increase of Navy.*c* Submitted in estimates for 1904-5.

Revised estimates—Continued.

NAVY DEPARTMENT, BUREAU OF CONSTRUCTION AND REPAIR—Continued.

	Present pay per annum employees.	Present pay per diem em- ployees.	Increase.	Decrease.	Recom- mended to be appro- priated.
One clerk class 1	\$1,200.00				\$1,200.00
One clerk class 1	1,200.00				1,200.00
One clerk class 1 (\$4 per diem)		\$1,252.00	\$48.00		1,300.00
One clerk class 1 (\$4 per diem)		1,252.00	48.00		1,300.00
One clerk class 1 (\$4 per diem)		1,252.00	48.00		1,300.00
One clerk class 1 (\$3.52 per diem)		1,101.76		\$1.76	1,100.00
One clerk class 1 (\$3.52 per diem)		1,101.76		1.76	1,100.00
One clerk class 1 (\$3.52 per diem)		1,101.76		1.76	1,100.00
One clerk class 1 (\$3.52 per diem)		1,101.76		1.76	1,100.00
One clerk class 1 (\$3.52 per diem)		1,101.76		1.76	1,100.00
One clerk class 1 (\$3.52 per diem)		1,101.76		1.76	1,100.00
One clerk class 1 (\$3.52 per diem)		1,101.76		1.76	1,100.00
One clerk class 1 (\$3.52 per diem)		1,101.76		1.76	1,100.00
One clerk class 1 (\$3.52 per diem)		1,101.76		1.76	1,100.00
One clerk class E (\$3.28 per diem)		1,026.64		26.64	1,000.00
One clerk class E (\$3.28 per diem)		1,026.64		26.64	1,000.00
One clerk class E (\$3.28 per diem)		1,026.64		26.64	1,000.00
One clerk class E (\$3.28 per diem)		1,026.64		26.64	1,000.00
One clerk class E (\$3.28 per diem)		1,026.64		26.64	1,000.00
One clerk class E (\$3.28 per diem)		1,026.64		26.64	1,000.00
One clerk class E (\$3.28 per diem)		1,026.64		26.64	1,000.00
One clerk class E (\$3.04 per diem)		951.52	48.48		1,000.00
One clerk class E (\$3.04 per diem)		951.52	48.48		1,000.00
One clerk class E (\$3.04 per diem)		951.52	48.48		1,000.00
One clerk class E (\$3.04 per diem)		951.52	48.48		1,000.00
One clerk class E (\$3.04 per diem)		951.52	48.48		1,000.00
One clerk class E (\$3.04 per diem)		951.52	48.48		1,000.00
One clerk class E (\$3.04 per diem)		951.52	48.48		1,000.00
One clerk class D (\$2.80 per diem)		876.40	23.60		900.00
One clerk class D (\$2.80 per diem)		876.40	23.60		900.00
One clerk class D (\$2.80 per diem)		876.40	23.60		900.00
One clerk class D (\$2.80 per diem)		876.40	23.60		900.00
One clerk class D (\$2.80 per diem)		876.40	23.60		900.00
One assistant messenger class B.	720.00				720.00
One laborer class A.	660.00				660.00
One special laborer class A (\$2 per diem)		626.00		26.00	600.00
One special laborer class A (\$2 per diem)		626.00		26.00	600.00
One special laborer class A (\$2 per diem)		626.00		26.00	600.00
One special laborer class A (\$2 per diem)		626.00		26.00	600.00
One special laborer class A (\$1.52 per diem)		475.76	124.24		600.00
One special laborer class A (\$1.52 per diem)		475.76	124.24		600.00
One special laborer class A (\$1.52 per diem)		475.76	124.24		600.00
One special laborer class A (\$1.52 per diem)		475.76	124.24		600.00
One special laborer class A (\$1.52 per diem)		475.76	124.24		600.00
One special laborer class A (\$1.04 per diem)		325.52	74.48		400.00
Total	11,980.00	38,060.80	4,545.52	306.32	54,280.00

EMPLOYEES—BUREAU OF ORDNANCE, NAVY DEPARTMENT.

Chief clerk	\$2,000.00				\$2,000.00
Ordnance engineer and mechanical draftsman and computer	3,000.00				3,000.00
Draftsman	1,800.00				1,800.00
Assistant draftsman	1,400.00				1,400.00
Clerk of class 2	1,400.00				1,400.00
Clerk of class 2	1,400.00				1,400.00
Clerk of class 2 (\$4 per diem)		\$1,252.00	\$48.00		1,300.00
Clerk of class 1	1,200.00				1,200.00
Clerk of class 1	1,200.00				1,200.00
Clerk of class 1 (\$3.52 per diem)		1,101.76		\$1.76	1,100.00
Clerk of class E (\$3.28 per diem)		1,026.64		26.64	1,000.00
Clerk of class E (\$3.28 per diem)		1,026.64		26.64	1,000.00
Clerk of class E (\$3.04 per diem)		951.52	48.48		1,000.00
Clerk of class E (\$3.04 per diem)		951.52	48.48		1,000.00
Clerk of class E (\$3.04 per diem)		951.52	48.48		1,000.00
Copyist, class D (\$2.80 per diem)		876.40	23.60		900.00
Copyist, class D (\$2.80 per diem)		876.40	23.60		900.00
Copyist, class D (\$2.80 per diem)		876.40	23.60		900.00

a Appointed since estimates were submitted.

Revised estimates—Continued.

NAVY DEPARTMENT, BUREAU OF SUPPLIES AND ACCOUNTS—Continued.

	Present pay per annum employees.	Present pay per diem em- ployees.	Increase.	Decrease.	Recom- mended to be appro- priated.
One at \$3.04 per diem.....		\$951.52	\$48.48		\$1,000.00
One clerk (submitted).....	\$900.00		900.00		900.00
One clerk (submitted).....	900.00		900.00		900.00
One clerk (submitted).....	900.00		900.00		900.00
One at \$2.80 per diem.....		876.40	23.60		900.00
One at \$2.80 per diem.....		876.40	23.60		900.00
One at \$2.80 per diem.....		876.40	23.60		900.00
One at \$2.80 per diem.....		876.40	23.60		900.00
One at \$2.80 per diem <i>a</i>		876.40	23.60		900.00
One at \$2.80 per diem <i>a</i>		876.40	23.60		900.00
One at \$2.80 per diem <i>a</i>		876.40	23.60		900.00
One at \$2.80 per diem <i>a</i>		876.40	23.60		900.00
One at \$2.48 per diem.....		776.24	63.76		840.00
One at \$2.48 per diem.....		766.24	63.76		840.00
One assistant messenger.....	720.00				720.00
One laborer.....	660.00				660.00
One at \$2 per diem.....		626.00		\$26.00	600.00
One at \$2 per diem.....		626.00		26.00	600.00
One at \$1.52 per diem.....		475.76	124.24		600.00
One messenger boy.....	420.00				420.00
One at \$1.04 per diem.....		325.52	74.48		400.00
One at \$1.04 per diem.....		325.52	74.48		400.00
One at \$1.04 per diem.....		325.52	74.48		400.00
Total.....	52,800.00	44,370.88	10,915.44	306.32	98,080.00

NAVY DEPARTMENT, BUREAU OF MEDICINE AND SURGERY.

Chief clerk.....	\$2,000.00				\$2,000.00
One clerk class 4.....	1,800.00				1,800.00
One clerk class 3.....	1,600.00				1,600.00
One clerk class 2.....	1,400.00				1,400.00
One clerk class 1.....	1,200.00				1,200.00
One clerk class 1 (submitted).....			\$1,200.00		1,200.00
One clerk class E (\$3.52 per diem).....		\$1,101.76		\$1.76	1,100.00
One clerk class E (\$3.52 per diem).....		1,101.76		1.76	1,100.00
One clerk class E.....	1,000.00				1,000.00
One clerk class E.....	1,000.00				1,000.00
One clerk class C.....	840.00				840.00
One clerk class C.....	840.00				840.00
One laborer.....	660.00				660.00
One driver (for naval dispensary).....	600.00				600.00
One laborer (for naval dispensary).....	480.00				480.00
Total.....	13,420.00	2,203.52	1,200.00	3.52	16,820.00

NAVY DEPARTMENT, BUREAU OF YARDS AND DOCKS.

Chief clerk.....	\$2,000.00				\$2,000.00
One draftsman and clerk.....	1,800.00				1,800.00
One clerk class 3.....	1,600.00				1,600.00
One clerk class 2.....	1,400.00				1,400.00
One clerk class 2.....	1,400.00				1,400.00
One clerk class 1.....	1,200.00				1,200.00
One clerk class 1 (\$3.52 per diem).....		\$1,101.76		\$1.76	1,100.00
One clerk class E (\$3.04 per diem).....		951.52	\$48.48		1,000.00
One clerk class E (\$3.04 per diem).....		951.52	48.48		1,000.00
One clerk class E (\$3.04 per diem).....		951.52	48.48		1,000.00
One clerk class E (\$3.04 per diem).....		951.52	48.48		1,000.00
One clerk class E (\$3.04 per diem).....		951.52	48.48		1,000.00
One assistant messenger.....	720.00				720.00
One laborer.....	660.00				660.00
One messenger boy (\$2 per diem).....		626.00		26.00	600.00
One messenger boy (\$1.52 per diem).....		475.76	124.24		600.00
One messenger boy (\$1.52 per diem) <i>b</i>		475.76	124.24		600.00
Total.....	10,780.00	7,436.88	490.88	27.76	18,680.00

a Appointed since original estimate submitted.*b* Promoted since estimates were submitted.

SATURDAY, *December 12, 1903—2 p. m.*

CIVIL SERVICE COMMISSION.

STATEMENTS OF MESSRS. ALFRED W. COOLEY AND HENRY F. GREEN, COMMISSIONERS.

Mr. BINGHAM. As I understand your estimates, they propose simply increases of pay?

Mr. COOLEY. That is, I think, correct.

Mr. BINGHAM. Is there any special reason why these increases should be made?

Mr. COOLEY. We think there is.

Mr. BINGHAM. You ask an increase of \$750, which is a very large one, for the Secretary.

Mr. LITTAUER. Last year there was \$250 allowed to the Secretary.

Mr. COOLEY. Last year we asked an increase of a thousand dollars, making it \$3,000, putting him on a par with the chief examiner. It is a very important position.

Mr. BINGHAM. Is he chief clerk of the department?

Mr. COOLEY. No. Our office has four main divisions, two of which the secretary has charge and two of which the examiner has charge. The secretary has charge of all work after the papers are rated.

Mr. BINGHAM. Who is the chief clerk?

Mr. COOLEY. We have none. The secretary and the chief examiner divide the functions. After the examination of the papers we have a system of keeping the records which is under the general supervision of the secretary.

Mr. BINGHAM. I do not think there is any secretary in any of the departments, in the sense of the subordinate force, who gets \$3,000.

Mr. COOLEY. I think some of the chief clerks get \$3,000.

Mr. BINGHAM. You have no chief clerk?

Mr. COOLEY. No; we have a secretary.

Mr. BINGHAM. They divide up the work, each taking a part?

Mr. COOLEY. Yes; the whole of the work is under their supervision.

Mr. LITTAUER. Why not make the chief examiner chief of the division?

Mr. COOLEY. We have a chief examiner's division.

Mr. LITTAUER. I thought that was simply under the chief examiner.

Mr. COOLEY. There are four main divisions. The first is the application division, and everything connected with the correspondence of local boards, the preparation of and holding of examinations are under the application division. The handling of papers, etc., is under the examiner's division. There are a number of people who rate papers. That work is under the chief examiner's division, who has an assistant chief examiner.

Mr. BINGHAM. Does he have an assistant?

Mr. COOLEY. Yes; there is an assistant examiner. The chief examiner has supervision of those two divisions.

Mr. BINGHAM. He is to-day doing his line of work, and acting as chief of division?

Mr. COOLEY. Yes; he is doing that to-day.

Mr. BINGHAM. He has also a law clerk and acting chief?

Mr. COOLEY. Yes. That is Mr. Wales, who is nominally chief of the application division. He has one assistant. He is responsible for the work.

Mr. BINGHAM. There is where you have requested the increase?

Mr. COOLEY. Yes.

Mr. BINGHAM. The next is traveling expenses?

Mr. COOLEY. We ask \$3,000 increase for traveling expenses.

Mr. BINGHAM. You have asked \$10,000 for the past four years. You had a deficiency on one occasion of \$1,000.

Mr. COOLEY. We are holding examinations all over the country.

Mr. LITTAUER. Are those traveling expenses for both the Commissioners and the force?

Mr. COOLEY. Yes; for everything. Just now we are anxious to get it, because during the next year we expect to have more traveling to do than we have had for sometime past, and also because we are working on a plan of consolidation.

Mr. BINGHAM. Your local boards are taken from the local people who are employees of the Government?

Mr. COOLEY. Yes; but it will be necessary to send some one out to make arrangements for the consolidation of the local boards.

Mr. BINGHAM. I presume that in your examination you have a certain body of men who are more familiar with your work than others?

Mr. COOLEY. Yes; we have men who go out. I have been out myself more or less.

Mr. BINGHAM. Do the Commissioners themselves travel?

Mr. COOLEY. Yes; but Mr. Green has only been out once.

Mr. BINGHAM (to Mr. Green). How long since you were appointed?

Mr. GREEN. I was appointed June 20, 1903.

Mr. BINGHAM (to Mr. Cooley). When were you appointed?

Mr. COOLEY. I was appointed one day before Mr. Green; some time in June.

Mr. TAYLOR. Who succeeded Mr. Rodenberg?

Mr. COOLEY. Mr. Garfield succeeded Mr. Rodenberg, and Mr. Green succeeded Mr. Garfield.

Mr. BINGHAM. The next item is text-books and books of reference for examiners. You have never had that item before?

Mr. COOLEY. We have had an allowance for the library for several years. We asked \$1,000 last year. We are more modest this year and will be satisfied with \$500. It is important that we should have something of a library.

Mr. GILLET. Is it a fair statement of facts to say that the increase in traveling expenses is mainly on account of the consolidation of boards?

Mr. COOLEY. No; I would not want to say that, because it would be misleading, and I would not want to mislead the committee; but it is partially so. We are really a bit cramped in that matter.

Mr. LITTAUER. You want more?

Mr. COOLEY. The supervision of the work is most absurd now, owing to the limited amount of traveling expenses provided. We have 1,225 boards scattered around the country.

Mr. BINGHAM. Are those 1,225 continuing boards?

Mr. COOLEY. They will be later, after consolidation.

Mr. BINGHAM. They will be then continuing boards?

Mr. COOLEY. Yes. We have established 1,225, and the number of boards will be increased instead of being decreased. This is accounted for by reason of the establishment of the free-delivery system. They are mostly people in small offices.

Mr. BINGHAM. There are a great many of them who do not have much to do?

Mr. COOLEY. Very many do not.

Mr. GILLET. Are they in session all the time?

Mr. BINGHAM. Only when they have fixed periods of examination.

Mr. COOLEY. I went to Lowell, Mass., this year, which is a good-sized office, and I am told that nobody had been there since the free-delivery system was established twelve or fifteen years ago, and I found a peculiar condition of affairs at that office.

Mr. LITTAUER. What did you find there?

Mr. COOLEY. We removed the secretary, as a result of that visit. He had discouraged applicants from coming in. The result of my visit was that we got some one else.

Mr. BINGHAM. Was it for violation of the civil-service law, or bad administration?

Mr. COOLEY. We had a man there who was not in sympathy with the work and we appointed some one else who was. I think that that change has proven satisfactory. There may be fifty other offices in the same condition. We have not a proper organization to-day to discover those things.

Mr. BINGHAM. How do you get cognizance of what you claim to be violations of the civil-service law?

Mr. COOLEY. In a thousand and one ways.

Mr. BINGHAM. From the departments?

Mr. COOLEY. In a variety of ways. Sometimes a man thinks he is aggrieved and makes complaint.

Mr. BINGHAM. Do you not find that that is frequently the case?

Mr. COOLEY. Yes. We have any quantity of complaints which have absolutely nothing in them; and after we look into them and find there is nothing to them we simply drop them. Quite a number of people seem to consider the Civil Service Commission a kind of roving commission, going around the country for the purpose of remedying injustices.

Mr. BINGHAM. I think the Commission is regarded as a kind of depository for every conceivable sort of complaint.

Mr. COOLEY. It certainly is.

Mr. BINGHAM. On this item of \$500, under the current law you have from the Interior Department contingent fund \$250. Do you expect to spend it all this year?

Mr. COOLEY. Yes, sir.

Mr. BINGHAM. Do you need the additional \$500 for next year?

Mr. COOLEY. It would be well to have it.

Mr. BINGHAM. Are you going to jump \$500 every year, building up a library?

Mr. LITTAUER. What kind of a library have you?

Mr. COOLEY. Books of reference and geographies. We want a fairly good reference library. We make ratings papers on a large variety of subjects. We have now only a small library—not as many books as there are in this room.

Mr. BINGHAM. We have more than we need.

Mr. COOLEY. But you are not rating papers all the time. In making ratings we must have books of reference. We prepare keys right in our office. It is extremely convenient to have books of reference there.

Mr. GILLET. I think I should have need of a large number if I were rating papers.

Mr. BINGHAM. Have you now covered all that you desire to cover?

Mr. COOLEY. I think we have covered everything.

Mr. BINGHAM. Is there anything you desire to submit to go into the record of our hearings?

Mr. COOLEY. I think not. I think, however, the Commission will be glad to place itself on record by saying that we feel the results of your generosity of last year.

Mr. BINGHAM. We are glad to have you appreciate that.

Mr. COOLEY. We certainly do.

Mr. LITTAUER. Is your work current?

Mr. COOLEY. Yes.

Mr. BINGHAM. You have your own people who are good clerks, and you are not compelled to take the refuse of the Departments.

Mr. COOLEY. We have a few yet on detail; but, practically we have gotten rid of them.

Mr. LITTAUER. Does the volume of work increase year by year? Do you have more applicants?

Mr. COOLEY. Yes; there has been an enormous increase this year on account of the rural free-delivery work. A great deal of that work is handled by the boards.

Mr. LITTAUER. How is the work divided among the three Commissioners?

Mr. COOLEY. We have no particular division. Mr. Procter has had most to do with examinations, and with the details of organization. I am doing a good deal in connection with organization, and Mr. Green is occupied on the records. It has merely happened that way.

Mr. BINGHAM. You are still of the opinion that three commissioners are necessary?

Mr. COOLEY. I have not given that any thought. We certainly need an uneven number.

Mr. BINGHAM. Why?

Mr. COOLEY. Because it would be unfortunate to have a deadlock in the Commission.

Mr. LITTAUER. Could not one man handle it?

Mr. COOLEY. I should think it would be a mistake to have only one man upon the work, because he would probably be partisan, and I think that it might reflect somewhat on the fairness of the work. That is something which has never been tried. I think the work would be too much for one man.

Mr. BINGHAM. Are there any other cases, except the Commissioners of the District of Columbia, where that system is in vogue?

The CLERK OF THE COMMITTEE. The Interstate Commerce Commission.

Mr. LITTAUER. What compensation do the Commissioners of the District of Columbia receive?

The CLERK. Five thousand dollars each per annum.

Mr. BINGHAM. The Interstate Commerce Commission has only five members?

The CLERK. Yes. They get salaries of \$7,500 each.

Mr. BINGHAM. Is there anything else that you desire to submit?

Mr. COOLEY. I think not.

Mr. BINGHAM. Any papers or records as to the methods of your work that you wish to submit?

Mr. COOLEY. I think not; but we would be glad to furnish anything that you may desire from the Commission.

UNITED STATES CIVIL SERVICE COMMISSION,
Washington, D. C., December 10, 1903.

Mr. JAMES C. COURTS,
Clerk Committee on Appropriations, House of Representatives.

SIR: This Commission is in receipt of your communication of December 8, requesting a statement of the amount expended from the appropriation of \$7,000 for traveling expenses, etc., for 1903, on account of traveling expenses for each of the Civil Service Commissioners during the fiscal year of 1903.

In response you are informed that the traveling expenses for each of the Commissioners during the year were as follows:

Commissioner Procter	\$45. 25
Commissioner Foulke.....	72. 90
Commissioner Garfield	33. 35

Of the \$7,000 appropriated \$6,971.32 was expended. Of this amount \$435.81 was for room rent and janitor service for examinations outside of Washington, and \$6,535.51 for the traveling expenses of the Commission's own force of examiners and of members of local boards of examiners located outside of Washington, in the conduct of examinations and investigations under the direction of the Commission.

Several complaints were received during the past fiscal year of violations of the civil-service law which, owing to the depletion of its appropriations, the Commission was unable to investigate. In at least one instance prosecution for the alleged violation has now been barred by the statute of limitations.

The last increase in the regular appropriation for traveling expenses was made in 1895. In 1902 it was necessary to make a deficiency appropriation of \$1,000. The existing appropriation is altogether too limited to enable the Commission to meet the demand for examinations and inspections.

Very respectfully,

JOHN R. PROCTER, *President.*

MONDAY, December 14, 1903.

POST-OFFICE DEPARTMENT.

STATEMENT OF MR. CHARLES H. ROBB, ASSISTANT ATTORNEY-GENERAL.

Mr. BINGHAM. What do you want to discuss with us this morning?

Mr. ROBB. The paragraph at the bottom of page 222.

Mr. BINGHAM. The first item is "Assistant attorney, \$2,750?"

Mr. ROBB. That is the same allowance that was made last year; there is no change.

Mr. LITTAUER. Are these assistant attorneys appointed by the Attorney-General or the Postmaster-General?

Mr. ROBB. By the Postmaster-General?

Mr. BINGHAM. They are under the civil service?

Mr. ROBB. They are excepted; there are two excepted places.

Mr. BINGHAM. What positions are they?

Mr. ROBB. The two assistant attorneys.

Mr. BINGHAM. Is the Assistant Attorney-General for the Post-Office Department appointed by the President, with the advice and consent of the Senate?

Mr. ROBB. No, sir. He is appointed by the Postmaster-General, but the Postmaster-General has recommended in his report this year that he should be appointed by the President.

Mr. BINGHAM. He is now appointed by the President?

Mr. ROBB. No, sir; he is not.

Mr. BINGHAM. Is he confirmed by the Senate?

Mr. ROBB. No, sir.

Mr. BINGHAM. Simply appointed by the Postmaster-General?

Mr. ROBB. Yes, sir.

Mr. BINGHAM. And the first and second assistant attorneys are excepted?

Mr. ROBB. Yes, sir.

Mr. BINGHAM. They are now appointed by the Postmaster-General, and of course no confirmation by the Senate is necessary.

Mr. ROBB. That is right; but the two assistants can not be removed except for cause.

Mr. BINGHAM. What position do you occupy?

Mr. ROBB. I am the Assistant Attorney-General for the Post-Office Department.

Mr. BINGHAM. Now we come to the item of the assistant attorneys.

Mr. ROBB. Yes, sir. The first assistant attorney now gets \$2,750. When I am absent he acts in my place.

Mr. BINGHAM. When you are gone? How much of the time are you gone?

Mr. ROBB. Very little; but of course there are times when the work of the Department calls me away. Just last week I was up to New York on the Driggs case. I went over to Baltimore to look after that case. I represented the Department there. Then if I am away on leave or anything of that kind he acts in my place.

Mr. LITTAUER. As the Assistant Attorney-General you are the prosecuting attorney, in the ordinary course of events, for the Department?

Mr. ROBB. It is a quasi-judicial position. I pass upon the work. There is very little idea in the public mind of the multitudinous duties of the law office of the Post-Office Department. There are four assistant postmasters-general, and they each send us opinions on all sorts of questions, and very important ones. I have to pass upon all questions involving the fraudulent use of the mails by concerns all over the country. For instance, these people may have a million dollars involved in a business which may conflict with the postal laws, and they come before me with the best lawyers in the country, and I pass upon the question as to whether or not their business conflicts with the postal laws. My decision is really final.

Mr. BINGHAM. Your decision is final?

Mr. ROBB. Yes, sir. I make the recommendation to the Postmaster-General, and it is approved.

Mr. BINGHAM. Is there no reference to the Department of Justice?

Mr. ROBB. No, sir.

Mr. BINGHAM. You have no duty that takes you before the courts?

Mr. ROBB. I say "yes" and "no." Before I went into the Department the Assistant Attorney-General never went into court. When I went there I found they had no records. I changed the whole method of procedure. I now give every concern that is brought before the Department notice in writing. We have hearings. I have suppressed three or four hundred concerns since I have been there. I give them notice in writing, charging them specifically with the offense, and setting a day that I will hear them. I say in the notice that they must file their answers in writing, and then I will hear them orally upon the questions of law. Then they appear with their counsel. They file their answer and that becomes a part of the record.

Mr. BINGHAM. Then you are sitting as a judge?

Mr. ROBB. Yes, sir.

Mr. BINGHAM. And they file their briefs and make their arguments before you?

Mr. ROBB. Yes, sir.

Mr. LITTAUER. Pending such determination, do not you or the Postmaster-General stop their use of the mails?

Mr. ROBB. Yes, sir; in some cases. For instance, sometimes I shut them off without a hearing, notably the New Orleans turf concern. I was satisfied that was a fraud, and I shut them off without a hearing. They did not go into the courts. That course is followed in cases where the concern is conspicuous and I am afraid they will get in a million dollars, as some of them do. The Arnold concern failed for \$3,500,000. I shut off their use of the mails at once. That was a turf concern. Then, when I make a finding, if it is adverse to the parties, I have all the record copied, and when the Postmaster-General signs the so-called fraud order I send that record to the district attorney.

Mr. BINGHAM. What district attorney?

Mr. ROBB. The district attorney in the district where the fraud order takes effect. At the same time that the copy of the record is sent to the district attorney we send the fraud order to the postmaster at the town where the concern is situated. Then the district attorney has intelligent knowledge and can take up that matter in the courts and sustain the action of the Department. Since I have been there—

Mr. BINGHAM. How long have you been there?

Mr. ROBB. Since last April. I went in when General Tyner went out. Since that time every fraud order we have issued has been sustained.

Mr. BINGHAM. The fraud orders have been sustained before the courts?

Mr. ROBB. Yes, sir.

Mr. TAYLOR. How many fraud orders have you issued?

Mr. ROBB. I ought to have brought that information with me. We have probably issued several hundred.

Mr. TAYLOR. That is sufficient.

Mr. GILLET. They can appeal to the courts?

Mr. ROBB. Yes, sir; if, on the record as we make it up, a case in violation of the fraud or lottery statutes is not shown then the court will intercede, but our findings of fact is conclusive, and that is why I was particular to have the record kept.

Mr. LIVINGSTON. You mean to say that on appeal to the court the court does not set your findings aside?

Mr. ROBB. The court does not go beyond our findings of fact.

Mr. BINGHAM. Is that record sworn to before it goes to the district attorney?

Mr. ROBB. A certified copy of the record is sent. It is my official act and I am under oath as an officer of the Department.

Mr. GILLET. They simply go to court on the question of law?

Mr. ROBB. Yes, sir; and it is very difficult for them to be successful.

Mr. LITTAUER. How great a leeway do you give when the intention is not a very pronounced violation of law?

Mr. ROBB. If I am satisfied that the violation of the law has come about through the ignorance of the party; that he did not intend to defraud or violate the law, then I call his attention to the case and ask him to file with the Department a letter or statement that he will discontinue the scheme, and if I get that letter the case ends right there. If I am satisfied that they intended to operate a scheme to defraud, or, in violation of the lottery act, why, then, after hearing, I recommend the issuance of a fraud order.

Mr. BINGHAM. They usually appear through attorneys?

Mr. ROBB. Yes, sir; the very best attorneys, and that is why it is so important that we have men in the office who have had some experience and who understand how to meet those men. They used to have hearings in the Department before I went there before Mr. Christiancy. He had no experience in the courts—he was a well-intentioned man and thoroughly honest, I am satisfied, but they took him into camp every time. They would come and take his time for a week on a hearing, while if they had filed briefs, and simply had oral arguments the case could have been disposed of in two hours.

Mr. BINGHAM. Who is your assistant?

Mr. ROBB. A young man by the name of Lawrence.

Mr. BINGHAM. How old is he?

Mr. ROBB. He is about 32 or 33 years old. He is a mighty good lawyer.

Mr. BINGHAM. Where did he come from?

Mr. ROBB. He came from Vermont.

Mr. BINGHAM. How long has he been in the Department?

Mr. ROBB. He came to the Department when Mr. Miller was removed.

Mr. BINGHAM. When was that?

Mr. ROBB. In May, I think, he was appointed.

Mr. BINGHAM. He knew at the time what the salary of the office was?

Mr. ROBB. Yes, sir. I do not ask any increase of salary for him.

Mr. BINGHAM. How long has this second assistant attorney been in the Department?

Mr. ROBB. The second assistant attorney has been in the office for three or four years. He is from Kentucky.

Mr. BINGHAM. Has he been receiving this salary?

Mr. ROBB. No, sir; he was receiving only \$1,400.

Mr. GILLET. He was a clerk, you mean?

Mr. ROBB. Yes, sir; a law clerk. He is a very efficient man.

Mr. LIVINGSTON. What are his duties?

Mr. ROBB. One of the assistant attorneys has charge of the lottery work; the other has charge of the fraud work.

Mr. LIVINGSTON. We have no lotteries in this country. What do you mean by "lottery work?"

Mr. ROBB. I could convince you that we have a great many lotteries if you came to my office for a little while. There are many concerns that operate schemes which conflict with the lottery statutes.

Mr. LIVINGSTON. I understand that. That is your second assistant attorney?

Mr. ROBB. Yes, sir.

Mr. LIVINGSTON. What does the first assistant attorney do?

Mr. ROBB. He has charge of the fraud work.

Mr. GILLETT. What do you mean by the "fraud work?"

Mr. ROBB. There are a great many concerns that operate fraudulent schemes—schemes calculated and designed to defraud the public—and there is a fraud statute giving the Postmaster-General authority to issue a fraud order when satisfied with the evidence presented to him.

Mr. LIVINGSTON. What have you done about this Wall street business, these men who send out a large number of letters through the mails? What do you consider that, fraud or gambling?

Mr. ROBB. If we had any evidence that they were operating a fraudulent scheme we would deny them the privilege of the mails.

Mr. LIVINGSTON. Have you ever tried to find out?

Mr. ROBB. I do not know. We never had any complaint, although we do investigate a good many companies against whom we have no complaint.

Mr. LIVINGSTON. You are well aware that there are a great many brokers in Wall street—simply brokerage concerns—who are endeavoring to induce people to invest in cotton, wheat, grain, etc.?

Mr. ROBB. If you will give us a little larger force, we will camp out on them. I keep my office humming from early morning to late at night, and it is almost impossible to get ahead of the work. I do ask for one extra assistant, and I am very anxious for the law clerk.

Mr. BINGHAM. How much do you ask for the law clerk?

Mr. ROBB. \$1,800; but I am more anxious about the \$1,400 clerk, as I will explain in a minute, than I am about that. The work of the Department has increased so that clerical assistance amounts to nothing. A couple of stenographers are all we need. We want men who know some law. They are absolutely worthless unless they do. The District of Columbia had been using the penalty envelope for fifteen years. The question was submitted to me. I examined it and found they had not the slightest right to do so. Their own counsel, when I submitted the opinion, said they did not have the right. You can easily see what the Government would have saved in those fifteen years if that question had been examined. In Porto Rico there was a deficit of 40 per cent. They had used the penalty envelope freely, and the result was a deficit of 40 per cent.

Mr. GILLETT. A deficit of what?

Mr. ROBB. A deficit of 40 per cent in the postal revenues. General Payne asked me to review the case, and I shut them off and the Attorney-General concurred in my opinion. Questions of that sort take some time to examine. We do not want to pass roughshod over a man if he has a million or ten thousand dollars invested in his business, and consequently we want men in our Bureau who know something.

Mr. BINGHAM. What is it that you desire most in this paragraph for

the efficiency of your administration? Suppose we say to you, in a general proposition, that it is more difficult to increase those who are in the service in compensation than it is to give you facilities in your office for better administration?

Mr. ROBB. Then I would take one clerk. I very much need him. In straightening out matters in my office I have found, to my astonishment, that I had one man who did not belong to my office at all.

Mr. BINGHAM. Detailed?

Mr. ROBB. Yes, sir; from one of the other offices, and they in turn had a \$1,200 clerk who did belong to my office. The \$1,200 clerk was of no use to me. I had one besides him, and had another, a stenographer. He would be a supernumerary there, and the \$1,400 man would not. I got a young man, who is also a good lawyer, who had been three years in a law office and had had practical experience, for \$1,400. I got him from one of the other offices. What I would like in place of that \$1,200 clerk would be one at \$1,400.

Mr. BINGHAM. You mean you want us to give you a \$1,400 clerk?

Mr. ROBB. Yes, sir; and cut out the one at \$1,200.

Mr. BINGHAM. Could you not send the \$1,200 man back where he belongs?

Mr. ROBB. He is there now. I have a \$1,400 man, but they are going to take him away.

Mr. LITTAUER. You have one clerk of class two and you want two clerks of class two?

Mr. ROBB. Yes, sir.

Mr. BINGHAM. That will meet your demand, should we decide not to raise the compensation?

Mr. ROBB. It would save thousands of dollars to the Government.

I want to say a word about this messenger. The messenger gets \$720.

Mr. BINGHAM. That is the messenger service; that is the usual stipend?

Mr. ROBB. He is a great deal more than a messenger. Let me explain. We have a room down on the second floor where we have two clerks to take care of the claims of postmasters for lost funds—funds that are stolen. We gave them over \$200,000 under the authority of Congress last year.

Mr. BINGHAM. They come within the statute?

Mr. ROBB. Yes, sir. We have to determine the question of whether or not there is any negligence. That office is away from my office. I have another room where I have two men. This messenger is there at 8 o'clock in the morning. This summer I have been there sometimes at 7.30 o'clock and have remained there late, and he has always been there when I got there and there when I went away. He has to take care of those three offices. He copies all the letters. We have a law library and we get the advanced sheets. He cuts out all superfluous matter and prepares the matter for the Public Printer. He is on his feet from morning until night. He knows the routine of the office from A to Z.

Mr. BINGHAM. How long has he been there?

Mr. ROBB. He has been there for years. He is a very bright man.

Mr. GILLET. He is now an assistant messenger, and you want him to be made a messenger?

Mr. ROBB. Yes, sir. If I can not have anything else, I feel that he

deserves a promotion more than anybody else in the office. He is a very bright fellow.

Mr. BINGHAM. Do you not think he could get along another year without a promotion?

Mr. ROBB. He has gotten along a great many years without it.

Mr. BINGHAM. What do you ask for?

Mr. ROBB. Eight hundred and forty dollars. He is practically a clerk. He is a very good man.

Mr. BINGHAM. Do you understand that you violate the civil-service law when you take a messenger and make a clerk out of him?

Mr. ROBB. He is a messenger, but he performs the duties of a clerk.

Mr. BINGHAM. That is against the law.

Mr. TAYLOR. He performs the duties of messenger, and also those of clerk?

Mr. ROBB. Yes, sir.

Mr. LITTAUER. You want to drop a clerk of class 3 and you want a law clerk in his place?

Mr. ROBB. I only want to drop the \$1,200 man and put a \$1,400 man in his place.

Mr. BINGHAM. You want us to give you a law clerk at \$1,400.

Mr. ROBB. Yes, sir.

Mr. LITTAUER. The law clerk would be a new man, not now in the Department?

Mr. ROBB. He would be an additional clerk. I get a man and hold him for awhile—a pretty good man. He soon gets a knowledge of law and experience that makes him valuable, and they come right along and take him to some other office and give him more money.

Mr. BINGHAM. As I understand, you want the existing force, with one clerk at \$1,400, and you will then relieve your office of one clerk at \$1,200?

Mr. LITTAUER. That is not what is stated here.

Mr. ROBB. The \$1,200 place that I have I drop, and I want a \$1,400 clerk which I have now, only he will be detailed to my office instead of to some other office. Then in addition to that I want one other clerk.

Mr. GILLET. That is not what is said in the Book of Estimates.

Mr. ROBB (after examining Book of Estimates). No, sir. I am not up in this business.

Mr. LITTAUER. You now have seven persons in your office?

Mr. ROBB. I have nine persons in the office, all told, including the messenger.

Mr. GILLET. You want to keep that clerk of class 3?

Mr. ROBB. Yes, sir. I feel that the \$1,600 man is getting all he earns. He is a painstaking fellow, but he is not a good lawyer and never will be. So if you increase his salary to \$1,800 I would not be any better situated.

Mr. BINGHAM. You are willing to give up all the increases if we add to your force one additional man?

Mr. ROBB. And look out for the \$1,200 man.

Mr. BINGHAM. Drop him?

Mr. ROBB. And give me the \$1,400 man I have now.

Mr. BINGHAM. In lieu of the \$1,200 clerk?

Mr. ROBB. Yes, sir.

Mr. BINGHAM. Then you do not ask for any increase?

Mr. ROBB. What I would like is one additional clerk.

Mr. GILLET. A law clerk?

Mr. ROBB. Yes, sir.

Mr. LIVINGSTON. Are you willing to take that law clerk and drop this \$1,600 man?

Mr. ROBB. That is a hard proposition.

Mr. LIVINGSTON. You say that you can not trust him on a question of law?

Mr. ROBB. He earns his salary. He passes upon all the contracts for that big department. He is a good man on contracts. He can look up questions of law and prepare a very good brief for me. He is very honest and painstaking and I would hate very much to drop him.

Mr. BINGHAM. Will the man that you drop go back to his old place?

Mr. ROBB. He is in another place. I say "he;" I guess it is a lady. She is in another office, the appointment office. I would hate very much to drop this young man.

Mr. LITTAUER. Could you get along without him?

Mr. ROBB. We will be crowded even with this additional clerk, if we do the work properly.

OFFICE OF FIRST ASSISTANT POSTMASTER-GENERAL.

STATEMENT OF HON. ROBERT J. WYNNE, FIRST ASSISTANT POSTMASTER-GENERAL.

Mr. BINGHAM. As to the general superintendent of the salaries and allowances division?

Mr. WYNNE. Mr. Beavers?

Mr. BINGHAM. Yes, sir. His salary was increased?

Mr. WYNNE. Yes, sir; to \$4,000.

Mr. BINGHAM. He had been receiving how much before that?

Mr. WYNNE. \$3,500.

Mr. BINGHAM. That bureau is now in the hands of a new man?

Mr. WYNNE. Yes, sir; Mr. Waters, the first assistant general superintendent and now the acting general superintendent.

Mr. BINGHAM. And receiving compensation at what figure?

Mr. WYNNE. At a salary of \$2,000.

Mr. BINGHAM. And you make a recommendation in this bill for what amount?

Mr. WYNNE. \$4,000.

Mr. BINGHAM. Do you think that he should have the same compensation that the other man got because of his length of service?

Mr. WYNNE. Yes, sir; for the reason that Mr. Waters has a length of service as great as the other man had and his service has been more varied. He is also as competent as the other man for the position.

Mr. BINGHAM. And everything indicates well-trying honesty?

Mr. WYNNE. Everything.

Mr. BINGHAM. Now, as to the position formerly occupied by Mr. Machen?

Mr. WYNNE. That comes under the Fourth Assistant Postmaster-General. It was transferred for purposes of investigation, and I have never heard anything about it since.

Mr. BINGHAM. What salary is the gentleman who now does that work receiving?

Mr. WYNNE. There is nobody doing that work, because I think nobody is necessary.

Mr. BINGHAM. That work is done under the Fourth Assistant Postmaster-General?

Mr. WYNNE. Yes, sir.

Mr. BINGHAM. He administers that branch as part of his direct administration?

Mr. WYNNE. There is nobody in Mr. Machen's place that I know of. I am not certain as to that, however, for the bureau has passed from under my control.

Mr. BINGHAM. You know of no subordinate clerk who is doing that work, as is the case in the salaries and allowances division?

Mr. WYNNE. I do not.

Mr. BINGHAM. On page 224 I notice that you have reduced the number of clerks of class 3 from twenty-five to twenty-three. Do I understand that you cut out two clerks of class 3?

Mr. WYNNE. The transfer of the free-delivery service has made a revision of our force necessary.

Mr. BINGHAM. It carries them to the Fourth Assistant Postmaster-General's Office, and we must take them up there?

Mr. WYNNE. Yes, sir.

Mr. BINGHAM. The same is true of the clerk of class 2?

Mr. WYNNE. Yes, sir; the same is true all through the list. In the bureaus where we have chiefs of division it was the custom, and properly so, to detail a clerk from one division to another for what work might be necessary. When the divisions were reorganized for the purpose of investigation, men on the rolls of the salaries and allowances division and the dead-letter office were called for by Mr. Bristow and properly surrendered to him, and so we did not need so many people and we had to give them up.

Mr. GILLET. Does this item exactly agree with the number you want?

Mr. WYNNE. Yes, sir. Every man and woman appears on the roll with the proper salary and designation in all the bureaus, so far as we know.

Mr. LITTAUER. For your own work you increase the number of clerks?

Mr. WYNNE. Yes, sir; I ask for additional clerks in the lowest grade. The reason I ask for four clerks of the \$1,000 grade is that we have constant calls from the chiefs of the divisions for stenographers. They are very valuable, and we find that when the Civil Service Commission sends us a stenographer and we offer him \$900 we can not get him to accept the position. That seems strange, that they are hunting work and still refuse it, but they think they are worth more than \$900, and they are. I would ask the committee to allow these additional clerks, with the explanation that we will only take stenographers.

Mr. BINGHAM. Notwithstanding the transfer of these clerks to the Fourth Assistant Postmaster-General's Office, you need additional force?

Mr. WYNNE. Yes, sir; and I would like to explain why. The 13 clerks asked for, at \$900 each, are needed in the Dead-Letter Office.

The Dead-Letter Office is a constantly growing institution—a very valuable one, too.

Mr. BINGHAM. How many additional clerks do you ask for?

Mr. WYNNE. Thirteen, at \$900 each.

Mr. LITTAUER. Are all of them needed for the Dead-Letter Office?

Mr. WYNNE. Yes, sir.

Mr. BINGHAM. Please give the reason.

Mr. WYNNE. The reason can be stated in the simple fact we now have to work the clerks from 9 o'clock in the morning until 5 o'clock in the evening, and very often at nighttime, in order to keep up with the accumulation of dead letters. There is not a harder-worked force in the entire Department, and it is coming to such a condition that if we do not get this relief we will have to ask for details from other divisions, and you know how hard they are to get. The work must be done. The work is growing and the clerks are needed, and we will need every one of these additional clerks every hour that he is on duty.

Mr. BINGHAM. In other words, that line of work is done largely by overtime?

Mr. WYNNE. It is to-day; yes, sir.

Mr. BINGHAM. And with every indication of continuing?

Mr. WYNNE. With every indication of continuing and increasing.

Mr. BINGHAM. You desire to get that body of clerks under the normal eight-hour conditions, or rather the hours of the Department?

Mr. WYNNE. Yes, sir.

Mr. LITTAUER. But it is an increase of one-third the force now employed?

Mr. WYNNE. The business of the office has increased more than that. The physical fact is stated in my explanation that these people have to come on duty at 8 o'clock, many of them, and they nearly all stay until 5 o'clock, and some are ordered down at nighttime.

Mr. BINGHAM. Because of the overwork?

Mr. WYNNE. Yes, sir.

Mr. GILLET. How long has that overwork been going on?

Mr. WYNNE. Ever since I have been in the office; it has been constantly brought to my attention.

Mr. BINGHAM. How many subordinates are there in that force?

Mr. WYNNE. One hundred and thirty.

Mr. GILLET. You say you want thousand-dollar clerks in order to get stenographers; are all these clerks in class 3 and class 4 stenographers?

Mr. WYNNE. Whenever we promote, we promote the stenographers in preference to any other clerks.

Mr. GILLET. I wondered if all these clerks who are getting \$1,600 and \$1,800 were stenographers?

Mr. WYNNE. No, sir. Many of them get those salaries for length of service, and many for other reasons.

Mr. BINGHAM. What other increase of force do you ask for in addition to the 13 clerks?

Mr. WYNNE. We ask for two laborers for the dead-letter office.

Mr. BINGHAM. Do you ask for any other clerks than these 13?

Mr. WYNNE. Yes, sir; four additional clerks at \$1,000 each, designed to be stenographers.

Mr. BINGHAM. Why?

Mr. WYNNE. Because they are very much needed. We can not get them from the Civil Service Commission for \$900.

Mr. BINGHAM. Will you take some of these 13 clerks?

Mr. WYNNE. If I can get stenographers for \$900 I will be glad to do it, but we find it impossible; they will not come for \$900.

Mr. BINGHAM. Then you want us to give them \$1,000 each?

Mr. WYNNE. Yes, sir.

Mr. BINGHAM. They will come for \$1,000?

Mr. WYNNE. Yes, sir; that is our experience.

Mr. LIVINGSTON. You think the salary of the general superintendent of the division of salaries and allowances, \$4,000, is a fair salary?

Mr. WYNNE. Yes, sir; he is worth that, and I think Congress is entirely right in giving it.

Mr. LIVINGSTON. You want an additional assistant messenger; you have six and you ask for seven?

Mr. WYNNE. Yes, sir.

Mr. LITTAUER. You want two additional laborers for the dead-letter office?

Mr. WYNNE. Yes, sir.

Mr. LITTAUER. And an additional page?

Mr. WYNNE. Yes, sir.

Mr. LITTAUER. And also an additional woman laborer?

Mr. WYNNE. Yes, sir.

Mr. LITTAUER. All for the dead-letter office?

Mr. WYNNE. Yes, sir.

Mr. BINGHAM. You ask for two additional laborers at \$660?

Mr. WYNNE. Yes, sir.

Mr. BINGHAM. That is the salary they get?

Mr. WYNNE. Yes, sir; that is the pay for a laborer. One woman laborer at \$480 is asked for on the ground that we have many lady clerks, and it is found that it facilitates the work to have women carry them their work, and everything of that kind.

Mr. BINGHAM. Those increases will place the dead-letter office in a normal condition?

Mr. WYNNE. Yes, sir; that increased force will bring us up all right.

Mr. BINGHAM. The next paragraph is "For continuing the employment of such additional temporary force of clerks and other employees rendered necessary because of increase of work incident to the war with Spain," etc., and I understand your proposition is to eliminate that paragraph from the bill, and in lieu thereof, as I understand, you submit the temporary force. We gave you for the current year \$20,000.

Mr. WYNNE. Yes, sir.

Mr. BINGHAM. And you offer in lieu of that temporary force 3 clerks of class 2, 3 clerks of class 1, 5 clerks, at \$1,000 each; 8 clerks, at \$900 each.

Mr. COURTS. They aggregate just \$20,000.

Mr. GILLET. Why do you call it a temporary force?

Mr. WYNNE. Because Congress called it a temporary force, required by the needs of war.

Mr. GILLET. And now you make it a permanent force?

Mr. WYNNE. That is what we wish.

Mr. BINGHAM. Then it should not be called a temporary force.

Mr. WYNNE. Congress, for some reason, carried it under that designation in the last appropriation bill.

Mr. BINGHAM. This force has become necessary on account of the Spanish war increase?

Mr. WYNNE. Yes, sir. For some reason—we do not see any reason in the Department for it—Congress called it a “temporary force,” and we simply suggest that Congress shall strike out the word “temporary” and make them a part of the permanent force.

Mr. BINGHAM. In other words, your Department desires to absorb them in your regular establishment?

Mr. WYNNE. Yes, sir.

Mr. LITTAUER. What work are they doing now?

Mr. WYNNE. Just the same kind of work that other clerks do.

Mr. LITTAUER. In the general office?

Mr. WYNNE. Yes, sir; subject to all the rules and protections of law. So that they are in no sense “temporary.”

Mr. BINGHAM. And the better thing for this committee to do is simply to absorb them?

Mr. WYNNE. Yes, sir.

Mr. BINGHAM. It is better then to provide for your office without any qualification as to “temporary?”

Mr. WYNNE. Yes, sir; because “temporary” means an early displacement.

Mr. LITTAUER. Does this force of clerks enable you to keep up your work?

Mr. WYNNE. Yes, sir.

Mr. LITTAUER. You have not too great a number of clerks? Your temporary force simply enables you to keep up the work of the office?

Mr. WYNNE. This additional force has been there so long it is permanent.

Mr. BINGHAM. What line of work do these men do? You have no more relations with the Spanish war accounts?

Mr. WYNNE. No, we have no further accounts.

Mr. BINGHAM. You have no relation in the sense of a distinct body of men doing work on that?

Mr. WYNNE. No, sir.

Mr. BINGHAM. There are no Spanish war accounts at all now; that is gone?

Mr. WYNNE. No, we have not.

Mr. BINGHAM. Now, what are these men doing?

Mr. WYNNE. Just clerical work.

Mr. BINGHAM. Absorbed in the general office?

Mr. WYNNE. Yes, sir; and needed.

Mr. BINGHAM. Rural free delivery has been transferred to the Fourth Assistant?

Mr. WYNNE. Yes, sir.

Mr. BINGHAM. Have you anything special to submit, Mr. Postmaster-General?

Mr. WYNNE. Nothing whatever.

OFFICE OF SECOND ASSISTANT POSTMASTER-GENERAL.

STATEMENT OF MR. W. S. SHALLENBERGER, SECOND ASSISTANT POSTMASTER-GENERAL.

Mr. BINGHAM. Your appropriations for this year were \$193,000, and you raise them to \$200,000?

Mr. SHALLENBERGER. Yes.

Mr. BINGHAM. You ask 11 clerks of class 4. That is a big compensation—\$1,800?

Mr. SHALLENBERGER. Yes.

Mr. BINGHAM. Thirty-nine clerks of class 3; 29 clerks of class 2; 32 clerks of class 1. Your proposition is no increase of compensation, as I understand it, but you want the force. Now, give us, generally, why?

Mr. LITTAUER. You design to make promotions?

Mr. SHALLENBERGER. We design to make promotions. The responsibilities in at least two of my divisions of the Department have increased greatly; one of which is the railway adjustment division, having to do with the appropriation of forty-odd million dollars for the Railway-Mail Service, the division chief of which in recent years having considerable additional responsibility, taking in the pneumatic-tube service and the electric street-car service, so that it is utterly impossible to give an intelligent supervision to the increased service that he was able to do in former years, and we must select one or more clerks at \$1,800 to divide the responsibilities with him and take charge of a number of clerks and subordinates. In order to do that we must recognize the responsibility of the duty by salaries of \$1,800, which to-day are not greater really than \$1,500 when I came here ten years ago.

Mr. LITTAUER. Primarily you ask for this increased force because of your increase of business?

Mr. SHALLENBERGER. Because of the increase of business and the necessity of separating the responsibility of administration in a measure from the chief of division, so instead of asking for an assistant chief of division we simply ask for a few additional high-grade clerks.

Mr. BINGHAM. That I understand. Now, in your post-office bill what is your percentage of increase of work estimated for for the next year; you operate generally on percentages?

Mr. SHALLENBERGER. Yes; we operate on percentages. It varies in the various divisions.

Mr. BINGHAM. What do you put generally in that bill as a justification for any increase of money allotted to you? What is your percentage of money allowances as against your percentage of increase of work?

Mr. SHALLENBERGER. Well, I will not be able to give that now, not having expected to use it.

Mr. BINGHAM. You see what I want to know; I want to know what is your estimate of the increase of work for the next fiscal year, in your judgment, as well as the increase of expenditures. I want the percentages. One department of your administration—we will say the money-order department—has increased 10 per cent, the carrier service has increased 4 per cent as a justification. I will put another point—the transportation item would show a lot of increase.

Mr. SHALLENBERGER. I have never submitted a statement of that

kind as a justification of the increase of force, because I believe we can do vastly more business proportionately with a high-class clerical force to do it; we are doing it to-day.

Mr. BINGHAM. I think we understand about these four clerks. This is literally an increase of the service?

Mr. SHALLENBERGER. I will just ask to read one or two sentences as a justification for this increase, prefacing it by saying we are largely increasing the duties of the clerical force in our office because we are increasing the requirements of all our star-route carriers. They are taking on now a collection and delivery of the mail on all the routes in the United States. We have arranged that over three-fourths of the entire country, and this year will include the entire country by taking in the southern section. That necessitates, necessarily, more investigation on the part of several desks handling those routes and additional clerical work in connection with correspondence, investigation, and awarding of contracts; but with all that increased work in the last year, which will continue through the next year, we are simply asking for this increase of five clerks in the entire bureau.

Mr. BINGHAM. How many are there in your bureau; something like 150?

Mr. SHALLENBERGER. Something like that. But I say here in my letter to the Postmaster-General:

The overtime work voluntarily given by the clerks in this office during the last fiscal year aggregated more than the full time of the five clerks, and during the first two months of the current fiscal year more than the full time of the six clerks. It will thus be observed that the increase requested for the next fiscal year is less than the equivalent of overtime work that is now being performed by our present force.

Now, I may say that is conservative, and—

Mr. BINGHAM. In other words, you want the clerks to work the regular departmental hours, and if we give you this increase of force the normal conditions will exist?

Mr. SHALLENBERGER. For the moment.

Mr. BINGHAM. Will it not carry you all the time?

Mr. SHALLENBERGER. Under normal conditions throughout the year I expect we will have about as much overtime work. I want to keep the clerks under pressure. I want the clerks to do as the heads of divisions and I do myself—to work under pressure.

Mr. LITTAUER. Do they get paid for overtime work?

Mr. SHALLENBERG. They do not.

Mr. GILLET. The only thing that strikes me is that really one of these at least amounts to a promotion, it does not amount to a clerk. The increase of a clerk of class 4, that is simply a promotion.

Mr. SHALLENBERGER. It amounts to a promotion, with also additional responsibility and overtime work is necessary.

Mr. LIVINGSTON. Had you not better take on some more clerks if your people are overworked and leave the promotions off?

Mr. SHALLENBERGER. No; I think that the expenses of living such as to justify these salaries whether they do additional work overtime or not. We can not retain a sufficient control of our clerks unless we have them at a salary that will compare somewhat favorably with like responsibilities in civil life.

Mr. LIVINGSTON. Then if you are behind with your work why not take on more clerks?

Mr. SHALLENBERGER. We are not behind in our work.

Mr. BINGHAM. Could you keep up?

Mr. SHALLENBERGER. We keep up.

Mr. BINGHAM. Even if you have to hold your people overtime?

Mr. SHALLENBERGER. Yes, sir.

Mr. LITTAUER. You explained to us the kind of work you wanted one of the additional clerks of class 4 to do. What is the other one wanted for?

Mr. SHALLENBERGER. In connection with the mail adjustment division, which deals with all the great railroads of the country, and which has to be made up after the weighing or very careful consideration of all the details, and we must have the highest grade of clerks to supervise and O. K. and initial that work. The chief of the division did it a few years ago personally, but, as I say, in view of the increased work which comes upon him in recent years by new services, the pneumatic-tube service and the street-railway mail service, he is compelled to let go a portion of the work, and we must have it in the hands of high-class clerks.

Mr. LITTAUER. Do you want two clerks for that?

Mr. SHALLENBERGER. Two additional clerks, that is to say, two of that grade.

Mr. BINGHAM. What division do you take up this coming January in your weighing?

Mr. SHALLENBERGER. We take up the South.

Mr. BINGHAM. Have you anything to submit further than the statement already made?

Mr. SHALLENBERGER. Nothing in addition to this letter, if you desire it.

POST-OFFICE DEPARTMENT,
SECOND ASSISTANT POSTMASTER-GENERAL,
Washington, September 11, 1903.

SIR: I have the honor to submit the following estimates for the clerical and other personal force of the office of the Second Assistant Postmaster-General for the fiscal year ending June 30, 1905:

Second Assistant Postmaster-General	\$4,500
Chief clerk	2,500
Superintendent of railway adjustment	2,500
Assistant superintendent of railway adjustment	2,000
Superintendent of foreign mails	3,000
Chief clerk of foreign mails	2,000
Chief of division of inspection	2,000
Chief of division of contracts	2,000
Chief of division of mail equipment	2,000
Eleven clerks of class 4, at \$1,800	19,800
Thirty-nine clerks of class 3, at \$1,600	62,400
One stenographer	1,600
Twenty-nine clerks of class 2, at \$1,400	40,600
Twenty-two clerks of class 1, at \$1,200	26,400
Seventeen clerks, at \$1,000 each	17,000
Six clerks, at \$900 each	5,400
One messenger in charge of mails	900
Six assistant messengers, at \$720	4,320
In all	200,920

Compared with the appropriation for the current year the above estimate includes an increase of two clerks of class 4 at \$1,800 each, equal \$3,600; one clerk of class 3 at \$1,600; one clerk of class 2 at \$1,400; and one clerk of class 1 at \$1,200; a total increase of five clerks and \$7,800.

The overtime work voluntarily given by the clerks in this office during the last fiscal year aggregated more than the full time of five clerks, and during the first two months

of the current fiscal year more than the full time of six clerks. It will thus be observed that the increase requested for the next fiscal year is less than the equivalent of overtime work that is now being performed by our present force.

Very respectfully,

W. S. SHALLENBERGER,
Second Assistant Postmaster-General.

The POSTMASTER-GENERAL.

OFFICE OF THIRD ASSISTANT POSTMASTER-GENERAL.

STATEMENT OF MR. EDWIN C. MADDEN, THIRD ASSISTANT POSTMASTER-GENERAL.

Mr. BINGHAM. You ask for \$4,500 increase?

Mr. MADDEN. Yes; as a total.

Mr. BINGHAM. You want \$3,000 for the superintendent of postage stamps, supplies, and postmasters' accounts, and \$2,000 for an assistant superintendent of postage-stamp supplies. Is that new?

Mr. MADDEN. Yes, sir.

Mr. LITTAUER. Who is doing the work now?

Mr. MADDEN. The superintendent.

Mr. LITTAUER. Is it necessary to establish this assistant superintendent?

Mr. MADDEN. I think so.

Mr. LITTAUER. Can not you get along with a high-grade clerk?

Mr. MADDEN. We have been getting along with a clerk, but when the superintendent is away it is not a good thing to have a clerk in charge of a lot of clerks. It is a good deal better to have that assistant superintendent.

Mr. GILLETT. Why has he to be away?

Mr. MADDEN. He has to be away on vacation.

Mr. GILLETT. But there is nothing in the duties of the assistant of postage-stamp supplies to take him away?

Mr. MADDEN. Yes, indeed; it takes him away sometimes.

Mr. GILLETT. Has the Department in the past suffered by his going away?

Mr. MADDEN. I think it would be a good deal better for the business of the office or I would not have recommended it.

Mr. BINGHAM. You ask for an increase of \$500 for the superintendent of the postage-stamp supplies and postmasters' accounts; then you create a new office of assistant superintendent of postage-stamp supplies, at \$2,000. In other words, you take from the first office, wherein you ask an increase of \$500, half of his work?

Mr. MADDEN. No.

Mr. BINGHAM. You take away postage-stamp supplies. You ask \$3,000 for a clerk whom you designate superintendent of postage-stamp supplies and postmasters' accounts. Is that correct?

Mr. MADDEN. That is correct.

Mr. BINGHAM. Then you create the assistant superintendent of postage stamp supplies in the very verbiage of the two lines above. Therefore the first man will simply have postmasters' accounts, and the second man, who is new, will have postage-stamp supplies; and yet you ask for an increase of the first man, when you have divided his responsibility.

Mr. MADDEN. It was not the intent to divide it that way. It was generally understood that an assistant superintendent to a superin-

tendent has the duties of the superintendent to perform when he is away.

Mr. BINGHAM. Has there been any trouble before?

Mr. MADDEN. No, sir; but the business is growing tremendously, and we have had to have a clerk in charge, and it is not a good thing for business. We do not get as good discipline; we do not get the results desired.

Mr. BINGHAM. Is not the matter of postage-stamp supplies simply a matter of correspondence between your office and the office of the contractor?

Mr. MADDEN. It is an immense system of supplying the postmasters of the country and keeping their accounts.

Mr. BINGHAM. Is not that largely done at the postage-stamp agency?

Mr. MADDEN. Oh, no.

Mr. BINGHAM. What is done at the postage-stamp agency, the filling out of requisitions?

Mr. MADDEN. The filling out of requisitions, etc., checking up shipments—

Mr. BINGHAM. And all your office does is, it checks and verifies the fulfillment of your directions?

Mr. MADDEN. Yes.

Mr. BINGHAM. I do not think that is much.

Mr. MADDEN. It is one of the largest divisions in the Post-Office Department.

Mr. BINGHAM. How many men have you in that division?

Mr. MADDEN. I think about 60. I can not tell definitely.

Mr. BINGHAM. That includes the postage-stamps supply station?

Mr. MADDEN. No, sir; it does not.

Mr. BINGHAM. How many are there?

Mr. MADDEN. About six, seven, or eight.

Mr. BINGHAM. Then in that division you have, all told, how many men?

Mr. MADDEN. I should judge about 70.

Mr. BINGHAM. That is the creation of a new office in connection with the postal finances. Why do you eliminate the verbiage as to the bond?

Mr. MADDEN. Is that done?

Mr. BINGHAM. It is suggested "who shall give bond in such amount as the Postmaster-General may determine for the faithful discharge of his duties." What is that bond?

Mr. MADDEN. Ten thousand dollars.

Mr. BINGHAM. Why should it be crossed out?

Mr. MADDEN. It should not be.

Mr. BINGHAM. That is an error?

Mr. MADDEN. Yes, sir; that is an error.

Mr. BINGHAM. Superintendent of mail classification division, \$2,750. All you want there is the insertion of the word "mail." Why do you put in the word "mail?"

Mr. MADDEN. Because it classifies all mail matter.

Mr. BINGHAM. That is all the difference?

Mr. MADDEN. It is the verbiage used throughout the entire Department.

Mr. BINGHAM. That is all the difference?

Mr. MADDEN. Yes, sir; he has a force under him.

Mr. BINGHAM. How many has he under him?

Mr. MADDEN. I should judge pretty nearly forty people, but he performs the most difficult work in the entire Post-Office Department, requiring the best character of brains.

Mr. BINGHAM. You create another office, assistant superintendent of mail classification, at \$2,000; why is that?

Mr. MADDEN. For the same reason as in the other case—some one who is qualified and can administer in the absence of the chief and can take his place now and then.

Mr. BINGHAM. But the chief has no business to be absent.

Mr. MADDEN. Well, when he is on leave.

Mr. BINGHAM. Why can not a detail be made?

Mr. MADDEN. Look how many times a day this man must be called out of his office and away, because we are giving hearings every day and there must be some one in charge.

Mr. BINGHAM. You can designate a man without designating a new man.

Mr. MADDEN. We have been designating men so long that it has worn out and no good, it has no effect.

Mr. BINGHAM. Do you mean to say you have not any young—reasonably aged—clerks in your division at \$1,800 who could be assigned to that work?

Mr. MADDEN. We have been assigning a \$1,800 clerk to that work.

Mr. BINGHAM. Is he the man you want to lift to \$2,000?

Mr. MADDEN. No, he is not the man.

Mr. GILLET. Who would you put in?

Mr. MADDEN. I have no idea.

Mr. GILLET. You would have to put in somebody in the office?

Mr. MADDEN. Yes, sir.

Mr. GILLET. It would be some one of these men?

Mr. MADDEN. It would not be a man in charge under whom the abuses—

Mr. GILLET. Why could you not put some one in charge who is now in the office, as you would have to take a man from the office?

Mr. MADDEN. We can get along possibly; but these are needed things asked for.

Mr. GILLET. If you have abuses under the present system I do not see why you can not correct them just as well by putting in a man in charge as putting in a man with a title?

Mr. MADDEN. The difficulty is to get the proper respect for a man who has not got the title and authority over the clerks. We have tried that a long time and know how difficult it is.

Mr. LITTAUER. What is the character of the abuses?

Mr. MADDEN. It is not in the bureaus, but in the classification of mail matter; one that has been the subject of reform there for two or three years back that all grew upon this division which we are now correcting.

Mr. GILLET. That is for the superintendent to do, not the assistant superintendent.

Mr. MADDEN. But the superintendent can not be there every minute of the time. He is often to be up for a hearing, and he has to be out of the division sometimes a whole day on hearings, and there must be somebody in command.

Mr. GILLETT. Is that the time when the abuses come up, when he is absent?

Mr. MADDEN. I do not speak of abuses in the division. The records in that division are not satisfactory to me, and there is where the most difficult work of the Post-Office Department is performed to-day and where the highest skill is required, and it is to provide some one to be properly in command when the superintendent is engaged in a hearing or is away from the Department altogether and to see that the business is handled properly.

Mr. GILLETT. I just wanted to see—that is not quite clear to me—why the estimate for an assistant superintendent would remedy these abuses?

Mr. MADDEN. I do not want you to understand it is to remedy the abuses in the classification of the mail matter throughout the country, that is not what I mean.

Mr. GILLETT. Well, whatever abuses you speak of.

Mr. MADDEN. I mean to say this is one of the hardest worked and the most difficult divisions in the whole Post-Office Department, because we are dealing with the publishers of the country, and there is much time when it is necessary for the superintendent to be out of the office, when it is necessary to have some one there who is in command with proper respect to see that the subordinates do the work as it should be done, in the interest of the Post-Office Department and the publishers as well.

Mr. BINGHAM. Well, it seems to me the disciplining of forty men is not a very severe task. However, supposing this committee determines to give you but one of this new legislation instead of two assistant superintendents, which do you consider the more important and which would aid you better?

Mr. MADDEN. I should say I would rather have the assistant superintendent of classification.

Mr. BINGHAM. That you prefer?

Mr. MADDEN. I regard that as the most important division in the Post-Office Department and we should have it.

Mr. BINGHAM. As I understand, then the next paragraph is simply mere verbiage?

Mr. MADDEN. Yes, sir.

Mr. BINGHAM. To make it consistent with mail classification?

Mr. MADDEN. Yes.

Mr. BINGHAM. The per diem allowance is the same?

Mr. MADDEN. Yes.

Mr. BINGHAM. Do you use all of that money?

Mr. MADDEN. We have one position that is vacant now; looking for a man to fill it.

Mr. BINGHAM. Do you use all this money?

Mr. MADDEN. We need the money; we have not been able to use one position and have been looking for a man with the proper technical qualifications to fill it.

Mr. BINGHAM. You do not think you will exhaust it this year?

Mr. MADDEN. Oh, yes; we expect to have a man this year.

Mr. LITTAUER. I would like to know whether your work is up to date?

Mr. MADDEN. Our work is not up to date, our work in this classification of mail matter is not up to date. Sometimes there will be more questions propounded in one week than in a month at other times, and

sometimes one question will employ half a dozen men two or three days almost, whereas the next question may be submitted and answered promptly.

Mr. LITTAUER. But in a general way your force is sufficient?

Mr. MADDEN. Yes; the force itself is just about sufficient, and that is the reason why I ask for no increase. I am very economical in my requests, at the same time desiring to give a good administration.

OFFICE OF FOURTH ASSISTANT POSTMASTER-GENERAL.

STATEMENT OF MR. JOSEPH L. BRISTOW, FOURTH ASSISTANT POSTMASTER-GENERAL.

Mr. BINGHAM. Of course you understand your increase of subordinate force made over to your administration of executive work naturally makes some complications?

Mr. BRISTOW. Yes.

Mr. BINGHAM. I will ask you first this question: The appropriations for the current year for your division, as Fourth Assistant Postmaster-General, are \$125,180, and you ask for the current year \$419,420. Will you give a division of the \$419,420 in the present force under the existing statute, appropriated for your division, dollars and cents, amount of transfers from First Assistant to Fourth Assistant in administration, dollars and cents, and amount of increase desired for the next fiscal year? Can you give me this division?

Mr. BRISTOW. I can give you the increase in detail, as I have it here in a tabulated form.

Mr. BINGHAM. You see what I want; I want your present power, your transferred power to-day under you, together with the increases that you desire for the next fiscal year.

Mr. BRISTOW. I have asked for an increase of \$500 in salary for the chief post-office inspector. That was in the old bureau that I had.

Mr. BINGHAM. He is one of your old people?

Mr. BRISTOW. Yes, sir.

Mr. BINGHAM. Now, will you give me the amount that you ask for of increase, normal, as your bureau existed prior to the transfer of power?

Mr. BRISTOW. Yes, sir. In the old division, as it was before the transfer of the free-delivery service, I ask for two increases. The chief post-office inspector from \$3,000 to \$3,500, and the chief clerk of the division of mail depredations from \$2,000 to \$2,500, and I ask that because I think with the responsibilities that are upon those men their compensation is not adequate.

Mr. BINGHAM. That is your regular force?

Mr. BRISTOW. Yes, sir; the chief inspector's duties are very responsible and very exacting.

Mr. BINGHAM. He makes his headquarters here?

Mr. BRISTOW. Yes, sir; at the Department, and I think it is equally as burdensome and much more so than the chief of the money-order division and far more so than that of the chief of the salary and allowance division or either of the superintendents of free delivery.

Mr. LITTAUER. Has that been occasioned by the work of the past year or is it your general opinion?

Mr. BRISTOW. Well, it has been developed for a number of years

and now his responsibility has increased because the regular inspectors have more required of them than they formerly had. The rearrangement in the Department there has put upon that office more work and we have got a larger number of men; we have about 200 inspectors——

Mr. BINGHAM. What is the present number of that force?

Mr. BRISTOW. About 200.

Mr. BINGHAM. They are a part of your regular administration?

Mr. BRISTOW. Yes, sir.

Mr. BINGHAM. About 200?

Mr. BRISTOW. Yes, sir; the exact number I have not in mind now. West of the Rocky Mountains we are having investigations for rural delivery made by special agents who are assigned to the inspectors' division. We have withdrawn one or two temporarily from the division of rural free delivery special agents and assigned those men who are attached to this division.

Mr. BINGHAM. When you speak of rural delivery special agents, are they included in these 200, or rather what is the number of the special agent all told now under your supervision?

Mr. BRISTOW. Well, there are about 340 to 500, along there somewhere.

Mr. BINGHAM. That includes everything you have in special agents?

Mr. BRISTOW. Yes, sir; that will include everything.

Mr. BINGHAM. Well, go on.

Mr. BRISTOW. The clerks down here—I am not clear whether I have got that segregated. I think I can figure it out, though. The clerks who were attached to the old bureau as it was before the rural free delivery was attached to it, the clerks as they now exist, and I will take up——

Mr. LITTAUER. If the General will permit I will suggest that you had \$14,000 in one place transferred to you and in another place \$272,000, making in all \$286,340 as salary transferred to you from the First Assistant. Now, taking that away from your \$294,240 there is \$7,900 of new recommendations. Now, the chairman of the committee wants to know what constitutes the \$7,900?

Mr. BRISTOW. I will give that. There is an assistant superintendent of free delivery that I have asked for, that is an increase in the number; that is a new place at \$2,500.

Mr. BINGHAM. Send me by letter the distinction I have asked for of the existing force under the appropriation for the current year.

Mr. BRISTOW. I will segregate it that way and I will be glad to do that.

Mr. BINGHAM. You will bear that in mind?

Mr. BRISTOW. Yes.

Mr. BINGHAM. Transferred force to your administration, the increase you make for transferred force which is rural and domestic free delivery, together with the increase of your regular force. I want to know how you make up the difference between the \$125,000 and the \$419,420. Will you give us that?

Mr. BRISTOW. I will be glad to do so.

Mr. BINGHAM. We will go now into the details of the bill and see how your computations come out. "General superintendent free-delivery service, \$4,000." He now receives that?

Mr. BRISTOW. Yes.

Mr. BINGHAM. Who does that work now?

Mr. BRISTOW. That position is practically vacant.

Mr. BINGHAM. It is a civil-service place?

Mr. BRISTOW. Yes.

Mr. BINGHAM. It is practically vacant?

Mr. BRISTOW. Yes.

Mr. BINGHAM. Why do you want to give a compensation that was just increased for the current year to an inexperienced superintendent in that line of work?

Mr. LITTAUER. Will not you first take up the question of whether the office is necessary?

Mr. BRISTOW. I would ask the committee to permit me to submit a letter of explanation, and waive an answer for the present.

Mr. BINGHAM. Now you come to "City-delivery service, \$3,000." Is that an office now held?

Mr. BRISTOW. Yes.

Mr. BINGHAM. The same compensation?

Mr. BRISTOW. The same compensation.

Mr. BINGHAM. This is a transfer?

Mr. BRISTOW. Yes.

Mr. BINGHAM. The same man?

Mr. BRISTOW. No; not the same man.

Mr. BINGHAM. Is he a new man?

Mr. BRISTOW. A new man.

Mr. BINGHAM. Is not this too large a compensation for a new man?

Mr. BRISTOW. No; he is a much more experienced man than the man who had it.

Mr. BINGHAM. This is a necessary position?

Mr. BRISTOW. Yes, sir; I think so.

Mr. BINGHAM. "Superintendent of rural free delivery, \$3,000?"

Mr. BRISTOW. That is the same, and I think that should stand.

Mr. BINGHAM. The same argument. Is he a new man?

Mr. BRISTOW. That is not a new man; the same man is holding that who held it before.

Mr. LIVINGSTON. What is his name?

Mr. BRISTOW. Clarke.

Mr. BINGHAM. Do you consider that necessary and not too large a compensation?

Mr. BRISTOW. I do not think it is too large.

Mr. BINGHAM. Supervisor of rural-delivery service, \$2,750?

Mr. BRISTOW. That is a transfer, and is the same man.

Mr. BINGHAM. And it is necessary?

Mr. BRISTOW. Yes, sir.

Mr. LITTAUER. Wherein do the duties differ from the superintendent? Will you describe the duties of the superintendent of rural free delivery and those of the supervisor of the rural free delivery?

Mr. BRISTOW. Well, there is a good deal of work in regard to rural free delivery. The superintendent has charge of the agents and what they call installation work.

Mr. BINGHAM. That is commencement work?

Mr. BRISTOW. Commencement work, investigations in regard to new routes, change of routes, etc. The supervisor has charge of complaints, rearrangement and inspection and the statistics that come from them, and has a very large force of clerks under him, and he has quite a responsible place.

Mr. BINGHAM. You think they are both necessary?

Mr. BRISTOW. Yes, sir; I think they are both necessary.

Mr. BINGHAM. Do I understand your recommendations continue the old administration?

Mr. BRISTOW. They do in that respect.

Mr. BINGHAM. I mean generally throughout.

Mr. BRISTOW. Well, generally in some services, yes; not wholly.

Mr. BINGHAM. If you can not show economies after your investigation why there is no exhibition of wasteful administration on the part of Machen.

Mr. BRISTOW. I think there are, if you will examine the supplies that have been purchased—

Mr. BINGHAM. That I am not talking about; I do not know anything about that.

Mr. BRISTOW. In the matter of the purchase of supplies there is.

Mr. LITTAUER. And in the general management of the postal work.

Mr. BRISTOW. I am not ready to recommend that this supervisor's force be dispensed with.

Mr. LITTAUER. Would you recommend any economy or diminution?

Mr. BRISTOW. Not in the supervisory force in the Department.

Mr. BINGHAM. I mean generally. Well, that you will exhibit to me in the answer.

Mr. BRISTOW. There is a good deal in the general management of the work that I might save, but it would not pertain directly to this.

Mr. BINGHAM. Chief of board of examiners of rural carriers, \$2,250. What does that party do? Does not the Civil Service make the examination?

Mr. BRISTOW. But we have to pay the bill, which is under the direction of the Civil Service.

Mr. BINGHAM. Yes; but it is under your administration.

Mr. GILLETT. What does he do?

Mr. BRISTOW. He has control of all the papers relating to the examination of the rural carriers and he reports to the Civil Service Commission.

Mr. BINGHAM. He sends those papers to them?

Mr. BRISTOW. Yes. He is in fact subordinate to the Civil Service Commission although he is on the rolls of the Post-Office Department.

Mr. BINGHAM. And selected by the Post-Office Department to do this work?

Mr. BRISTOW. Yes, sir.

Mr. TAYLOR. He conducts the examinations and reports them to the Civil Service?

Mr. BRISTOW. No; he does not conduct them; he and his clerks pass upon the examination papers.

Mr. GILLETT. Are these clerks in your Department?

Mr. BRISTOW. Yes; they are on our roll.

Mr. BINGHAM. They are from your force. In other words the board of examiners are made up from your force?

Mr. BRISTOW. They are made up from our force, and they report to the Civil Service Commission.

Mr. LITTAUER. Do you not think, in view of the fact the assistant chief examiner of the Civil Service Commission receives \$2,250, that this man is altogether too highly paid? His work is limited to just one specific and narrow phase of civil-service work.

Mr. BINGHAM. Does he do any other work in your Department?

Mr. BRISTOW. Not a thing.

Mr. LIVINGSTON. You understand that man's work. It is simply this: Here is a route to be established in your district and there are five men applying for places of carriers. They are examined by the special agent. This man does not examine anything at all. Now, these examinations and recommendations of that special agent are sent up to this man and he simply sits down and looks over the list and passes on it and recommends.

Mr. BINGHAM. That is, through the Civil Service Commission.

Mr. BRISTOW. And then they certify that the route is established to us and name a man for carrier and we appoint the man they certify.

Mr. GILLET. Why is not that entirely superfluous; why should not they go to the Civil Service in the first instance?

Mr. BRISTOW. That would be perfectly satisfactory to me, but I do not suppose they have the force to attend to the work.

Mr. LIVINGSTON. Then why can not it be assigned to you directly; why can not you decide from these papers which men should be appointed?

Mr. BRISTOW. The Executive order which creates this board and classifies the rural carriers has determined how that shall be done.

Mr. LIVINGSTON. Suppose we determine to do it another way?

Mr. BRISTOW. That would be between you and the Executive.

Mr. LIVINGSTON. Does not the law-making power—suppose we put in here that this matter shall come to you directly and you shall make the decision which of these carriers shall be appointed, then you will save all of this expense and all of this routine?

Mr. BRISTOW. Somebody would have to do this work.

Mr. BINGHAM. How are these rural free-delivery men examined? They are all over the country.

Mr. BRISTOW. They are now examined by a special agent of the rural free delivery—

Mr. BINGHAM. From your Department?

Mr. BRISTOW. Yes, sir.

Mr. BINGHAM. Just one man makes the examination?

Mr. BRISTOW. Just the one man; yes; but that has been changed by a recent order that will go into effect February 1.

Mr. BINGHAM. What is that?

Mr. BRISTOW. It is something that the Civil Service got up. They dispense with the special agent in conducting these examinations, and the Civil Service has organized a central board for the examination of rural carriers in the vicinity where the routes are to be installed.

Mr. BINGHAM. They make up a board of examiners?

Mr. BRISTOW. A local board of examiners.

Mr. BINGHAM. Do they make it up from your force?

Mr. BRISTOW. They will not then; that will be made from the post-office people, just as the city carriers' civil-service boards in the cities are. They will be made up in that way, and they will hold examinations themselves for applications for the position of rural carrier, and the local board that is created by the Civil Service Commission will report the results—

Mr. BINGHAM. To whom?

Mr. BRISTOW. To the central board or to the Civil Service Commission direct, I do not remember which.

Mr. BINGHAM. This rural free-delivery board under the new regulation is to be a board selected by the Civil Service Commission, composed possibly of post-office people, and they report direct to the Civil Service Commission. Is that right?

Mr. BRISTOW. I am not certain whether that will be transmitted to the Commission itself or to this central board.

Mr. BINGHAM. My point is to get wherein your man comes in. If this is so, your man does not come in at all.

Mr. BRISTOW. But he has charge of the examination of these papers.

Mr. BINGHAM. Then it must come to him first.

Mr. BRISTOW. They may go to him first; I suppose they would.

Mr. GILLETT. Would the board mark the papers?

Mr. BRISTOW. It would probably go to the central board.

Mr. BINGHAM. What do you call the central board?

Mr. BRISTOW. That is this board of examiners of the rural carriers.

Mr. BINGHAM. And they are located here?

Mr. BRISTOW. Yes.

Mr. BINGHAM. And made up of subordinates in your Bureau?

Mr. BRISTOW. Yes; in my Bureau, who are assigned to the Civil Service Commission and take instructions from the Civil Service Commission in the conducting of these examinations.

Mr. GILLETT. Then they report the results to the Civil Service Commission?

Mr. BRISTOW. Yes.

Mr. LITTAUER. As I understand, this is a new regulation which has been worked out by the Civil Service Commission, and it is to go into effect next February.

Mr. LIVINGSTON. Do you mean that a regular board will be in each and every agency, or will the boys at one end of a county have to travel clear across the county to get to them?

Mr. BRISTOW. I think it will be in every county or in offices that—

Mr. LIVINGSTON. Who constitutes that?

Mr. BRISTOW. Somebody designated by the Civil Service Commission.

Mr. LIVINGSTON. Will it be the postmaster?

Mr. BRISTOW. I do not know.

Mr. LIVINGSTON. You see, if it is, it becomes political at once.

Mr. BINGHAM. How many rural free carriers are there?

Mr. BRISTOW. Something over 20,000.

Mr. BINGHAM. And how many in the other divisions?

Mr. BRISTOW. About 20,000.

Mr. BINGHAM. In other words, the force for the present year is about 40,000—

Mr. BRISTOW. Carriers.

Mr. LIVINGSTON. What is the objection of the Department to the old plan of having the special agents making examinations right on the spot?

Mr. BRISTOW. The Civil Service Commission objected to that because they were too much dependent upon the judgment of the special agent.

Mr. LITTAUER. There was so much protest that they had to hunt around and find a better system.

Mr. LIVINGSTON. I understand about the protests; but how much better can we obtain it by a board than one man? You have to consult the patrons and the wishes of the patrons if you are going to carry out the purpose of the law. You can not put an objectionable man to

carry mail on a route to the patrons. The special agent was right in there with the patrons, and he could consult and get his recommendations and come up to this board of yours. And now you propose to substitute a board. How much more expensive will that be to the Government than the present plan?

Mr. BRISTOW. I do not know.

Mr. GILLET. This local board does not get paid?

Mr. BRISTOW. I think not. This is the civil-service recommendation and it is their responsibility.

Mr. BINGHAM. Can you drop us a line, because the matter of rural free delivery is becoming quite an important feature in the matter of appropriations as well as general administration, and give us the history? Say I make my application, to whom? The application is referred, to whom? After that reference a record made, it goes to the board, how the board is constituted, the examination made, the return made, and to whom; the transfer to the Civil Service Commission, and when application is made by you for carrier route 200 located so and so, State of Michigan, how you make that. Will you do that?

Mr. BRISTOW. I will be very glad to do so.

Mr. LITTAUER. I notice quite an addition here, and that is, assistant superintendent of free-delivery system is added to the other force that previously existed; what is the necessity for that?

Mr. BRISTOW. There are at present four assistant superintendents who receive \$2,000 a year and a per diem of \$4 per day. They are carried on the Post-Office appropriation bill.

Mr. BINGHAM. Why do you come to us, then?

Mr. BRISTOW. I do not come to you. Now, I have not estimated for these four positions on the Post-Office bill, because I think it a superfluous and an unnecessary compensation.

Mr. BINGHAM. You are not going to use them at all?

Mr. LIVINGSTON. What were their duties?

Mr. BRISTOW. Well, their duties were similar to the inspectors; they went around the country and investigated free-delivery offices.

Mr. LIVINGSTON. There were four of them?

Mr. BRISTOW. Yes.

Mr. BINGHAM. They were in the nature of inspectors of free delivery?

Mr. BRISTOW. They were styled assistants of free-delivery service.

Mr. LIVINGSTON. What was their salary?

Mr. BRISTOW. Two thousand dollars a year and \$4 a day. Now, I drop out those four from the Post-Office appropriation bill and ask this one be substituted at \$2,500 per year without any per diem in the legislative bill.

Mr. LITTAUER. Suppose we should determine that the superintendent of the free-delivery system was not necessary, would it not be a misnomer to call those gentlemen assistant superintendents?

Mr. BRISTOW. You gentlemen would very seriously hamper the work of the superintendent of city free delivery. You are probably thinking of the general superintendent. There is a general superintendent and two superintendents of the free-delivery service.

Mr. LITTAUER. You mean this assistant superintendent is to be for city delivery?

Mr. BRISTOW. Yes, sir.

Mr. LITTAUER. It does not so state as I read it.

Mr. BRISTOW. It should state that.

Mr. LIVINGSTON. What will be the duty of this man if he is given you by the committee?

Mr. BRISTOW. I will assign him as superintendent of free delivery. In the investigation of free-delivery cases in cities the investigations are largely made by inspectors, and I think there should be one man attached to the free-delivery office in Washington who can aid or join in the investigation of important free-delivery cases; or if it is necessary for the superintendent himself to be absent in some of these important investigations there should be some one here who can act and have charge of the division while he is away. Heretofore there have been four of these traveling assistant superintendents. I think there is necessity for one of them but I think he should be a Department officer instead of a traveling officer.

Mr. LIVINGSTON. He could travel under the law?

Mr. BRISTOW. He could travel under the law when necessary.

Mr. LIVINGSTON. With a per diem attached?

Mr. BRISTOW. Not with a per diem, because there is no per diem.

Mr. LIVINGSTON. But there is a general provision.

Mr. BRISTOW. It would only be the actual expenses.

Mr. BINGHAM. Did not these four men get per diem?

Mr. BRISTOW. Yes; they got per diem.

Mr. GILLET. That you want to stop?

Mr. BRISTOW. That I drop.

Mr. BINGHAM. If you appoint this man, and he is sent out on official service, he gets only his actual expenses?

Mr. BRISTOW. He gets his actual expenses, but not a per diem.

Mr. BINGHAM. Twenty-one clerks you increase to 29 clerks of class 3, six of whom have been transferred from the roll of the First Assistant. Were they class 3 clerks?

Mr. BRISTOW. Yes.

Mr. BINGHAM. And two from city delivery. Before we get to the calculation of 21 against 29, etc., what do mean by 2 from city delivery?

Mr. BRISTOW. Well, the city delivery division when it was transferred from the First Assistant office to the Fourth Assistant office——

Mr. BINGHAM. You mean local city delivery?

Mr. BRISTOW. No, city delivery is free delivery in the cities of the country as designated——

Mr. BINGHAM. Have those two men been transferred from your city delivery?

Mr. BRISTOW. No; they were clerks in the division of city delivery in the Department.

Mr. BINGHAM. In the Post-Office Department?

Mr. BRISTOW. Yes; and they were transferred from the First Assistant's office to mine when that division was transferred.

Mr. LIVINGSTON. Then, would it not be well to strike out "city" and put in "free," because there is a positive statute forbidding your taking anybody from the city offices?

Mr. BRISTOW. Of course, they were departmental clerks. I suppose "city" could come out.

Mr. BINGHAM. Twenty-nine clerks of class 3, six transferred from the roll of the First Assistant on account of rural free delivery and two from city delivery, making eight.

Mr. BRISTOW. They were taken from the First Assistant's office and transferred with the work over to the Fourth Assistant's office.

Mr. BINGHAM. In addition to the transfer from the city delivery?

Mr. BRISTOW. No; not in addition. There was just one division transferred and they came with it, and they were the clerks who were doing that work.

Mr. BINGHAM. They made up the 21?

Mr. BRISTOW. They made up the 21. That increased number, of course, charged the First Assistant is a credit to the Fourth Assistant's office.

Mr. BINGHAM. How many increases do you ask for?

Mr. BRISTOW. None.

Mr. BINGHAM. You get in 29 when you only had 21?

Mr. BRISTOW. Those clerks were at work in the free-delivery bureau of the Department.

Mr. BINGHAM. Twenty-one?

Mr. BRISTOW. No; the 8. They were at work there. Now, when that division was transferred to the Fourth Assistant's Office, of course the clerks doing the work were also transferred, so that 8 clerks were taken from the First Assistant's Office and put in the Fourth Assistant's Bureau without any change of salary.

Mr. BINGHAM. I understand, and I want to know where this 21 comes from.

Mr. BRISTOW. Those appear in the old Bureau before this transfer was made?

Mr. BINGHAM. What do you mean by "old Bureau?"

Mr. BRISTOW. The Fourth Assistant's Bureau before free delivery was assigned to it.

Mr. LITTAUER. Eight clerks were transferred out of the First Assistant's Office is all the knowledge we have here. Those 8 positions are still vacant or filled in his office.

Mr. BRISTOW. They were taken from that office and added to another, but then there would be 8 less estimated for.

Mr. LITTAUER. But they are all estimated for.

Mr. BRISTOW. Then that would be an increase of 8 clerks.

Mr. GILLET. In other words, then, he still has the 8 clerks.

Mr. BRISTOW. Of course; that would be the result of it.

Mr. BINGHAM. Twelve is increased to 40 of class 2, an increase of 3 submitted; 26 transferred from the roll of the First Assistant, 24 on account of rural free delivery and 2 from city delivery. In other words, do you ask for an increase of 3?

Mr. BRISTOW. An increase of 3 for that line of work.

Mr. BINGHAM. Then you are commencing now to increase the subordinate force that hitherto existed in the rural free delivery?

Mr. BRISTOW. But I will explain that down farther.

Mr. BINGHAM. Will you explain them together?

Mr. BRISTOW. Yes.

Mr. BINGHAM. Now you have 74 clerks of class 2, an increase of 13 submitted; 41 transferred from the roll of the First Assistant, 39 on account of the rural free delivery and 2 from the city delivery. That is the transfer?

Mr. BRISTOW. Yes.

Mr. BINGHAM. Now you ask for an increase of 13?

Mr. BRISTOW. Yes.

Mr. BINGHAM. You will explain that?

Mr. LITTAUER. How can you explain it?

Mr. BRISTOW. It is very easy if you go to the \$900 grade.

Mr. LITTAUER. There is a mistake in your figures, in the item where you say 41 are transferred from the roll of the First Assistant and 39 from rural free delivery.

Mr. BRISTOW. Well, there is a mistake there.

Mr. GILLET. And the one ahead of that is a mistake.

Mr. BRISTOW. In the old bureau we had 12 of that class just above where I ask for 3; in the rural free delivery we had 24 of that class, and in the city delivery there was 1 of that class, making 37. I will explain this whole matter.

Mr. BINGHAM. I think you had better, and commence and give us from the point of 40 clerks of class 2, increase of 3 submitted, and go down to the conclusion of that paragraph. Suppose you recast the whole paragraph, commencing with the general item of free delivery.

Mr. BRISTOW. Yes, sir. I would like to make an explanation as to these increases.

Mr. BINGHAM. Give the reasons for the increase and tell us whether it is an increase of the rural free delivery or where.

Mr. BRISTOW. I have asked for an increase of 3 clerks in the \$1,400 grade, an increase of 13 in the \$1,200 grade, an increase of 14 in the \$1,000 grade, and a decrease of 30 in the \$900 grade.

Mr. LITTAUER. Then they are all promotions, or practically so?

Mr. BRISTOW. They are all promotions, all of them. There are in the rural free delivery 114 clerks at \$900 a year. There are 49 at \$1,000 a year, and 39 at \$1,200 a year, and 24 at \$1,400 a year. The proportionate number of \$900 clerks is so great that there will be clerks there in twenty years who will not have opportunity for promotion from the \$900 grade.

Mr. LITTAUER. What kind of work do they do?

Mr. BRISTOW. They do the same work that the other clerks in any other department of that grade do.

Mr. BINGHAM. They are mostly women?

Mr. BRISTOW. A large number are; and when vacancies have occurred we select and fill the vacancies from the classified roll, usually mostly stenographers, and young men who are very competent officials come in at \$900, and there is no prospect of promotion in that vast number of these low-priced clerks. They are very efficient and bright, and they do not go on for six months until they get a transfer to some other Department where there is opportunity for promotion, so we are continually losing the brightest and most efficient clerks we now get.

Mr. BINGHAM. Is that matter of transfer carried on to a very great extent in the Department?

Mr. LITTAUER. How many transfers will you have, say, in a year?

Mr. BRISTOW. I know we have lost some two or three of our most promising young fellows that we had recently because there was no prospect of their being promoted to a better salary.

Mr. LITTAUER. But out of this force you have just enumerated how many would you lose in the course of a year?

Mr. BRISTOW. It is hard to tell. When one is transferred now under the present rules they are transferred to the lowest grade in the other Departments. Now, \$900 is a low-grade clerk, so that a

clerk in one Department has nothing to lose if he can get a transfer to another Department where there is a larger proportion of high-priced clerks.

Mr. LITTAUER. You mean in the course of time he will get promotion there?

Mr. BRISTOW. Yes, sir. A bright and promising man will be seeking such a place, and he is right. That is why I ask this—simply for the benefit of the clerks.

Mr. BINGHAM. How many increases do you ask for?

Mr. BRISTOW. I do not ask for any.

Mr. BINGHAM. No increase?

Mr. BRISTOW. None.

Mr. GILLETT. It is not that they are not getting pay enough.

Mr. BRISTOW. A \$900 clerk is not satisfied, because he expects more.

Mr. GILLETT. It is as much as he would get elsewhere?

Mr. BRISTOW. You all know in a Department when a bright, capable man who is doing work, and supporting a family on \$900 a year, sees there are a number of single men or single women who are getting \$1,400 or \$1,600 above him who do not do as good work as he does, he becomes discontented.

Mr. GILLETT. Would it not be better to stop having the \$1,400 and \$1,600 class?

Mr. BRISTOW. That is of course for you gentlemen to determine. The character of the work is not difficult; it is like other administrative work.

Mr. BINGHAM. It is as much as they receive in commercial life.

Mr. LITTAUER. More.

Mr. GILLETT. The \$1,400 and \$1,600 and \$1,800 men are getting more than they would elsewhere?

Mr. BRISTOW. I think that is true in Government service. There were on the 1st of July 15,000 rural routes in the United States; there are now something over 20,000. They are being installed at about the rate of about 600 a month under the present appropriation. Now, you can not do that work and reduce that force. In my judgment, if it were not for the increase of the service so rapidly, why, I could have dispensed with a number of these clerks, but I hesitated to do it when I know that this service is growing as it is, and if it should outgrow the clerical force of the Department we would be hampered.

Mr. LITTAUER. Have you made any regulations in the year that would tend to curtail the development? A certain number of applications should be made to determine its establishment or a certain number of persons to be served.

Mr. BRISTOW. We are not establishing routes that serve less than a hundred families.

Mr. LITTAUER. But there were a number of those to be established that will enable you to put in 600 a month?

Mr. BRISTOW. Oh, yes.

Mr. BINGHAM. What are your estimates to the Post-Office Committee for rural free delivery for the next fiscal year?

Mr. BRISTOW. I estimate—

Mr. BINGHAM. You are now using \$12,000,000.

Mr. BRISTOW. Yes; I estimate for the next fiscal year \$15,000,000 for rural free delivery, with a statement that it will require \$15,000,000 to maintain the service that will exist on June 30.

Mr. BINGHAM. In other words, as you commence June 30, 1904, you will have established a sufficient number of rural free delivery services that will require for its maintenance for that fiscal year \$15,000,000?

Mr. BRISTOW. Yes, sir.

Mr. BINGHAM. Do you estimate anything, then, for the next year?

Mr. BRISTOW. I estimate, with the present number of rural delivery agents at work, it will require \$3,000,000 more to install work as fast as they report it.

Mr. BINGHAM. For the coming year?

Mr. BRISTOW. For the coming year.

Mr. BINGHAM. In other words, you ask an increase of \$6,000,000?

Mr. BRISTOW. That is what it amounts to.

Mr. GILLETT. That is 50 per cent?

Mr. BRISTOW. Yes.

Mr. BINGHAM. And this increase you are asking for the next fiscal year in clerical force is because you have estimated \$6,000,000 of increase over the present year? Is that the answer?

Mr. BRISTOW. I did not ask for any increase in the clerical force in the rural free delivery service. I estimate that the present number of clerks we now have can take care of the business in the Department, counting the increase we have estimated for before the Post-Office Committee.

Mr. BINGHAM. You will work the next year really on the same clerical force if you are allowed the realignment of your force?

Mr. BRISTOW. I will do it whether I am allowed or not. I ask for this realignment for the purpose of enabling me to retain in the service the better and brighter young men who come in under civil-service examinations.

Mr. LIVINGSTON. You have asked no increase for free rural delivery expenses. Where does the increase of \$7,900 come in?

Mr. BRISTOW. It is the increase in the salaries—promotions—that were explained a while ago.

Mr. LIVINGSTON. But that does not come in the rural delivery.

Mr. BRISTOW. It is in the rural delivery, but it is not for additional clerks. As I explained a while ago, there are 114 clerks in the rural delivery that receive but \$900 a year. Now, I have asked that the number of \$900 clerks be reduced by thirty and that the number of \$1,400 clerks, \$1,200 clerks, and \$1,000 clerks be increased by thirty.

Mr. BINGHAM. But it does not increase the force?

Mr. BRISTOW. No; it does not increase the number.

Mr. BINGHAM. But it does increase the expenditure?

Mr. BRISTOW. The compensation.

Mr. BINGHAM. Is there anything else?

Mr. BRISTOW. I have asked below some decreases in female laborers that simply go to somebody else's roll than ours. I believe the chief clerk will explain that. There are some female laborers attached to the rural delivery we did not estimate for because I do not care to be bothered with them. I ask that that be put upon the Postmaster-General's roll, because they do work pertaining to the Department more than to our division. The chief clerk can explain that to you.

Mr. BINGHAM. Have you anything more to say to us?

Mr. BRISTOW. I can take care of the increased work estimated upon the \$3,000,000, commencing the 1st day of July, 1904, together with whatever increase may come through the Post-Office appropriation bill

of \$3,000,000 additional estimated for, without any increase of subordinate force.

Mr. LIVINGSTON. I understand that you collect statistics with some of these clerks. What authority have you for collecting the statistics with these clerks?

Mr. BRISTOW. I have only to refer you to the Assistant Attorney-General for information in that case. It has been the practice of the Department to do it and the force has been provided, and I have done it because I have thought it necessary for the Government to have the information.

Mr. LITTAUER. In the general service there is a collection of statistics in each post-office?

Mr. BRISTOW. Yes. .

Mr. LITTAUER. Who limits or determines that?

Mr. BRISTOW. I do not know.

Mr. LIVINGSTON. I can say this, the law provides for the establishing of rural routes, for the establishment of carriers and fixing their duties, but there is nothing in the law that authorizes you to collect statistics along that route.

Mr. BRISTOW. Well, I do not know; I have not examined. Of course, I suppose we could collect statistics in regard to that just the same as we do now in the principal post-offices in the United States.

Mr. LIVINGSTON. I only wanted to know whether there is any law for it or not.

Mr. BRISTOW. I should think they are the same as the collecting of any other postal statistics—I should think so.

Mr. BINGHAM. Will you look at the next page, "Office of the disbursing clerk?" I see there is a transfer. Female laborer, at \$540, transferred from the roll of the First Assistant on account of free delivery; 3 female laborers, at \$500 each, transferred from the roll of the First Assistant on account of the free delivery; 32 charwomen—2 transferred from the roll of the First Assistant on account of rural free delivery.

Mr. BRISTOW. Those people have been transferred around. They are on the Fourth Assistant's roll.

Mr. BINGHAM. You do not want to have any of these?

Mr. BRISTOW. No, sir; none of these.

OFFICE FOURTH ASSISTANT POSTMASTER-GENERAL,
Washington, December 18, 1903.

MY DEAR SIR: In response to your request I inclose herewith statements showing the expenditures of the Bureau of the Fourth Assistant Postmaster-General for the current fiscal year, and the estimated expenditures for the next fiscal year, segregated as suggested by yourself.

The first table shows the Bureau as it existed before free delivery was added. In this I ask for an increase in the compensation of the chief inspector and the chief clerk of mail depredations of \$500 each per annum, one additional messenger, and one less assistant messenger, making a net increase of \$1,120 for the next fiscal year.

In the rural free-delivery service I recommend an increase of 30 in the number of clerks in classes 1 and 2 and the \$1,000 grade, and a decrease of 30 in the \$900 grade; and a decrease in the number of laborers, as indicated. This increase in the number of clerks in the \$1,000 grade and classes 1 and 2 is for the purpose of providing opportunities for promotions from the lowest grade, the number of clerks in the \$900 grade being so much out of proportion to the other grades, as compared with other bureaus in the Department, that it restricts opportunities for promotions and thereby creates dissatisfaction and a desire on the part of the more competent clerks to get into other branches of the service where there are better chances for promotion.

In the free-delivery or city-delivery division I ask for an additional assistant super-

intendent of free delivery. In the Post-Office appropriation bill there are at present four assistant superintendents of free delivery with salary at \$2,000 per annum each and \$4 per diem. I have suggested to the Post-Office Committee that these positions be abolished and in lieu of them I ask that this assistant superintendent be allowed in the appropriation for the departmental service.

The six clerks provided for in the free-delivery or city-delivery service are at present on the rolls of the First Assistant Postmaster-General, and I am advised that he has not estimated for these clerks for the next fiscal year, as indicated on page 89 of the estimates for 1905.

Attached to this segregated estimate is a summary indicating the entire force in the bureau as it is at present organized and what we estimate it should be during the next fiscal year.

Referring to the inquiry as to whether there were not more clerks in the rural free-delivery service than needed, I beg to state that more positions were provided for the present fiscal year than needed, but no more than will be needed during the next fiscal year. There are at present over 20,000 rural delivery routes in operation, which is about double the number a year ago, and at the present rate of establishment a year hence there will be at least 50 per cent more than there are at present. It has not been the policy of this bureau to retain clerks on the rolls unless they were needed. There are at present 18 vacancies in this bureau, but it will be necessary to soon fill them all in order to keep up with the current work. These positions will be filled as the necessities of the service require additional help.

In this connection I will say that when the free-delivery division was assigned to this bureau the maps for the rural free-delivery service was being made by piecework, and there were about 40 persons employed making these maps. All maps are now made by the regular clerical force of the division, the services of the 40 pieceworkers being dispensed with.

Referring to the position of general superintendent, concerning which you inquired specifically, I beg to state that the Postmaster-General directs me to advise you that he is not ready at this time to make a definite recommendation as to that position, but will be within a few days.

In a separate communication I will give you, in detail, the method of appointment of rural carriers.

Very truly, yours,

J. L. BRISTOW,
Fourth Assistant Postmaster-General.

Hon. H. H. BINGHAM,
Chairman Subcommittee on Appropriations,
House of Representatives.

Appropriations and estimates.

BUREAU OF FOURTH ASSISTANT BEFORE FREE DELIVERY WAS ADDED

	1904.	Estimate 1905.		Increase.		Decrease.	
		Em- ployees.	Ex- pense.	Em- ployees.	Ex- pense.	Em- ployees.	Ex- pense.
Fourth Assistant Postmaster-General	\$4,500		\$4,500				
Chief clerk	2,500		2,500				
Chief post-office inspector	3,000		3,500		\$500		
Chief clerk of mail depredations	2,000		2,500		500		
Chief of appointment division	2,000		2,000				
Chief of bond division	2,000		2,000				
4 clerks of class 4	7,200		7,200				
21 clerks of class 3	33,600		33,600				
12 clerks of class 2	16,800		16,800				
20 clerks of class 1	24,000		24,000				
Stenographer	1,600		1,600				
Stenographer	1,200		1,200				
12 clerks, at \$1,000 each	12,000		12,000				
7 clerks, at \$300 each	6,300		6,300				
Page	480		480				
Page	360		360				
1 messenger	840	2	1,680	1	840		
3 assistant messengers (\$720)	2,160	2	1,440			1	\$720
4 laborers (\$660)	2,640		2,640				
Total	125,180	2	126,300	1	840	1	720

Net increase 1905 over 1904, \$1,120.

Appropriations and estimates—Continued.

RURAL FREE-DELIVERY SERVICE.

	1904.	Estimate, 1905.		Increase.		Decrease.	
		Em- ployees.	Ex- pense.	Em- ployees.	Ex- pense.	Em- ployees.	Ex- pense.
Superintendent	\$3, 000		\$3, 000				
Supervisor	2, 750		2, 750				
Chief of board of examiners of rural car- riers	2, 250		2, 250				
4 clerks of class 4	7, 200		7, 200				
6 clerks of class 3	9, 600		9, 600				
24 clerks of class 2	33, 600	27	37, 800	3	\$4, 200		
39 clerks of class 1	46, 800	52	62, 400	13	15, 600		
49 clerks, at \$1,000	49, 000	63	63, 000	14	14, 000		
114 clerks, at \$900	102, 600	84	75, 600			30	\$27, 000
3 messengers (\$840)	2, 520		2, 520				
10 assistant messengers (\$720)	7, 200		7, 200				
5 laborers (\$660)	3, 300		3, 300				
1 female laborer	540						540
3 female laborers (\$500)	1, 500						1, 500
2 charwomen (\$240)	480						480
Total	272, 340		276, 620	30	33, 800	30	29, 520

Net increase 1905 over 1904, \$4,280.

FREE DELIVERY (CITY DELIVERY).

	1904.	Estimate, 1905.	Increase.
<i>On First Assistant's roll.</i>			
General superintendent free-delivery system	\$4, 000	\$4, 000	
Assistant superintendent free-delivery system		2, 500	\$2, 500
Superintendent of city-delivery service	3, 000	3, 000	
Two clerks of class 3	3, 200	3, 200	
One clerk of class 2	1, 400	1, 400	
Two clerks of class 1	2, 400	2, 400	
Total	14, 000	16, 500	2, 500

Net increase 1905 over 1904, \$2,500.

	1904.		Estimate, 1905.		Increase.		Decrease.	
	Em- ploy- ees.	Ex- pense.	Em- ploy- ees.	Ex- pense.	Em- ploy- ees.	Ex- pense.	Em- ploy- ees.	Ex- pense.
Fourth Assistant Postmaster- General	1	\$4, 500	1	\$4, 500				
Chief clerk	1	2, 500	1	2, 500				
Chief post-office inspector	1	3, 000	1	3, 500		\$500		
Chief clerk mail depredations	1	2, 000	1	2, 500		500		
Chief appointment division	1	2, 000	1	2, 000				
Chief bond division	1	2, 000	1	2, 000				
General superintendent free- delivery system	1	4, 000	1	4, 000				
Superintendent city-delivery service	1	3, 000	1	3, 000				
Superintendent rural free-de- livery service	1	3, 000	1	3, 000				
Supervisor rural free delivery	1	2, 750	1	2, 750				
Chief board of examiners	1	2, 250	1	2, 250				
Assistant superintendent free delivery			1	2, 500	1	2, 500		
Total	11	31, 000	12	34, 500	1	3, 500		
\$1,800	8	14, 400	8	14, 400				
\$1,600	29	46, 400	29	46, 400				
\$1,400	37	51, 800	40	56, 000	3	4, 200		
\$1,200	61	73, 200	74	88, 800	13	15, 600		
Stenographer	1	1, 600	1	1, 600				
Stenographer	1	1, 200	1	1, 200				
\$1,000	61	61, 000	75	75, 000	14	14, 000		

Appropriations and estimates—Continued.

FREE DELIVERY (CITY DELIVERY)—Continued.

	1904.		Estimate, 1905.		Increase.		Decrease.	
	Em- ploy- ees.	Ex- pense.	Em- ploy- ees.	Ex- pense.	Em- ploy- ees.	Ex- pense.	Em- ploy- ees.	Ex- pense.
\$900.....	121	\$108,900	91	\$81,900			30	\$27,000
Messenger, \$840.....	4	3,360	5	4,200	1	\$840		
Assistant messenger, \$720.....	13	9,360	12	8,640			1	720
Laborer, \$660.....	9	5,940	9	5,940				
Laborer (female), \$540.....	1	540	0				1	540
Laborer (female), \$500.....	3	1,500	0				3	1,500
Page, \$480.....	1	480	1	480				
Page, \$360.....	1	360	1	360				
Charwomen, \$240.....	2	480	0				2	480
Total clerks.....	353	380,520	347	384,920	31	34,640	37	30,240
Total officials and em- ployees.....	364	411,520	359	419,420	32	38,140	37	30,240

VACANCIES IN 1903.

	July 1.	Aug. 1.	Sept. 1.	Oct. 1.	Nov. 1.	Dec. 1.
Original bureau:						
\$1,000.....	0	0	0	1	1	0
\$900.....	2	1	1	0	0	1
Classified laborer, \$660.....	0	1	1	1	1	1
Rural:						
\$1,800.....	1	1	1	1	1	1
\$1,600.....	2	2	2	2	2	0
\$1,400.....	3	4	5	5	5	0
\$1,200.....	2	2	2	2	5	0
\$1,000.....	2	1	2	2	2	0
\$900.....	8	9	2	1	3	15
City:						
\$1,600.....	0	0	0	0	0	0
\$1,400.....	0	0	0	0	0	0
\$1,200.....	0	0	1	1	1	0
Total.....	20	21	17	16	21	18

POST-OFFICE DEPARTMENT,
FOURTH ASSISTANT POSTMASTER-GENERAL,
Washington, December 17, 1903.

Hon. H. H. BINGHAM,

Chairman Subcommittee on Appropriations, House of Representatives.

SIR: Referring to your request that I furnish you a detailed statement as to the method of appointment of rural carriers, I have the honor to state that on December 27, 1901, there were adopted and approved by the Civil Service Commission and the Post-Office Department, to become effective February 1, 1902, regulations as to the manner of appointing carriers in the rural free-delivery service.

These regulations provided that the selection of rural carriers should be supervised by a board of examiners, composed of employees of the Post-Office Department, who work under the direction of the Civil Service Commission. All special agents and route inspectors were appointed auxiliary members of this board. When an agent examined a proposed route, and the requirements of the Department were complied with, as a representative of the Civil Service Commission he conducted an examination of the applicants for the position of carrier, due notice of such examination being thus given through the postmaster at the post-office from which the route emanated.

The examination consisted of answering a series of questions in the applicant's own handwriting, relating, among other things, to his physical condition, his previous experience and occupation, and such practical tests as will demonstrate his ability to perform the work required. An inquiry was made by the examining agent as to each applicant's acquaintance with the prospective patrons of the route, and whether he has their confidence, and as to his character and fitness for the position.

Examiners were prohibited from giving out any information concerning the examination. The examination papers were forwarded by the agent, with report on inquiries made by him, to the board of examiners where they were rated, and a list prepared containing the names of those who became eligible as a result of the examination, arranged in the order of their rating with the highest first, except that when a soldier becomes eligible who is entitled to preference under section 1754 of the Revised Statutes, he is placed at the head of the list. The person whose name was at the head of the list of eligibles was selected.

Regulations superseding these rules were adopted December 3, 1903, to become effective February 1, 1904.

These new regulations provide that the examination shall be in charge of a board composed of not less than three members, officers or employees of the Post-Office Department, to consist of a chairman, secretary, and supervising examiner; the chairman to conduct the correspondence of the board and to perform such other duties as may be assigned to him by the Civil Service Commission, to whom he is responsible for the work; the secretary to assist the chairman in conducting the business of the board; the supervising examiner to investigate complaints, to supervise the work of the examiners in the field, and to perform such other duties as may be assigned him. All special agents, route inspectors, and division superintendents of the rural free-delivery service are to be auxiliary members of this board.

It is provided that the examinations, as far as practicable, shall be held at the most central point in each county for all the routes in that county and conducted by a special agent or route inspector, but that local examining boards in cities where such boards exist may be called upon to conduct the examinations when it is deemed advisable.

That the board shall send to the postmaster at each office from which rural free delivery starts three copies of a printed announcement calling for applicants for the position of rural carrier, which the postmaster shall conspicuously post, one in the lobby of the office and the others in other public places.

That any person coming within the requirements of these regulations may, by calling upon the postmaster, be supplied with an application blank and copy of the regulations, and that the postmaster on the first day of each month shall furnish the board a list of the names of persons whom he has so supplied with application blanks.

That the applicant shall forward his application blank, duly executed, to the board, when he will be furnished a card admitting him to an examination at such time and place as may be designated by the board, provided the applicant is shown to meet the requirements of the regulations.

That when initial service is investigated and favorably reported the special agent or route inspector shall post announcements calling for applicants and notify the board of his action.

That no examination blank is to be given out in advance of the examination and no information as to its contents.

That the application shall be in the handwriting of the applicant, sworn to before a duly authorized officer, his physical ability to perform service being certified to by a practicing physician, and four patrons of the service to vouch for his good character, fitness, ability to do the work, and his residence.

That the examination shall be a simple and practical test, touching only upon such subjects as must be brought into daily use by carriers, such as answering questions as to registry and money-order fees, making out receipts, simple addition, and reading and writing addresses.

That the board shall prepare a list of those who become eligible as a result of the examination, arranged in the order of their rating with the highest first, except that the names of eligibles who are soldiers and entitled to preference under section 1754 of the Revised Statutes shall be placed at the head of the list in the order of their rating; that such eligible register shall hold good for one year unless in the discretion of the Civil Service Commission the period of eligibility should be extended, and shall apply to all vacancies that may occur in the service already established and for initial appointment in any additional service that may be inaugurated during that period. That a rating of 70 per cent shall be made by a competitor and his application be in satisfactory form before his name is placed on the eligible register, except in cases of soldiers preferred under section 1754 of the Revised Statutes, who are required to make a rate of not less than 65 per cent; that when a vacancy exists or initial appointment is to be made, the person shall be selected whose name is at the head of the list of eligibles.

That the postmaster at distributing offices shall furnish the board with a certified copy of lists containing the names of heads of families residing on and patronizing

each route, and whenever five or more patrons of a route submit to the board in writing, over their own signatures, sworn statements that an applicant is unsuitable for appointment, giving specific reasons therefor, each of the heads of families may be requested by the board to express an opinion as to the fitness of such applicant, and if, upon the evidence thus submitted, it is shown to the satisfaction of the Civil Service Commission that the applicant is not suitable for appointment, his name shall be stricken from the register. The sworn statements referred to must be submitted before certification is made.

Very respectfully,

J. L. BRISTOW,
Fourth Assistant Postmaster-General.

OFFICE OF POSTMASTER-GENERAL.

STATEMENT OF MR. B. W. TAYLOR, CHIEF CLERK.

Mr. BINGHAM. What is the first item?

Mr. TAYLOR. I start with the Postmaster-General. He asks for an increase of \$200 each for his two stenographers.

Mr. BINGHAM. He asks for two stenographers at \$1,800?

Mr. TAYLOR. Yes, sir; instead of at \$1,600 each. That would be an increase of \$200 each.

The next item is "Curator at museum."

Mr. LITTAUER. What does the curator of the museum do?

Mr. TAYLOR. He has charge of the Department museum, and attends to the collection and arrangement.

Mr. LITTAUER. What is contained in that museum?

Mr. TAYLOR. It consists of all kinds of matter that is undeliverable and that has been improperly sent through the mails.

Mr. GILLET. That is the museum downstairs in the Post-Office building?

Mr. TAYLOR. Yes, sir.

Mr. LITTAUER. What does this curator do that entitles him to an increase in salary?

Mr. TAYLOR. He has charge of that work. He classifies, arranges, and superintends it at the various exhibits. He goes to all the exhibitions where the Government makes an exhibit.

Mr. LITTAUER. He has done this same work for many years?

Mr. TAYLOR. Yes, sir; for some years.

Mr. BINGHAM. It is simply an increase of \$200?

Mr. TAYLOR. Yes, sir; that is all.

Mr. BINGHAM. In House Document No. 25 the Postmaster-General submits an estimate for one additional clerk at \$1,000. It is forwarded to us through the Treasury Department. Do you know anything about it?

Mr. TAYLOR. The work of the Postmaster-General's office has materially increased and it is absolutely necessary to have an additional clerk.

Mr. BINGHAM. Just to do clerical work?

Mr. TAYLOR. Yes, sir. The person involved is a telegraph operator.

Mr. GILLET. Is he there now?

Mr. TAYLOR. He is detailed from some other bureau. I think they took him from the Third Assistant Postmaster-General's office.

OFFICE OF DISBURSING CLERK.

Mr. BINGHAM. Now we come to the item, "Office of disbursing clerk." The first item is one clerk of class 2, and you ask for one clerk of class 3.

Mr. TAYLOR. That is a promotion.

Mr. BINGHAM. You also ask for one additional clerk of class 1?

Mr. TAYLOR. That is owing to the increased work in the disbursing clerk's office. We asked for the same thing last year, but the committee did not see fit to give it.

Mr. LITTAUER. How did you get along—did you have a detail?

Mr. TAYLOR. Yes, sir.

Mr. LITTAUER. For the entire year?

Mr. TAYLOR. Yes, sir. The force of the Department, owing to the rural free delivery, has been increased by 300 or 400 people, and it makes that much more work for the disbursing officer. There is almost double the force that we previously had.

Mr. BINGHAM. You ask an increase of \$200 for the engineer?

Mr. TAYLOR. Yes, sir.

Mr. BINGHAM. How does your engineer compare with other engineers?

Mr. TAYLOR. We think our plant is the most difficult to manage, and it is run twenty-four hours a day, instead of twelve hours or eight hours.

Mr. BINGHAM. The engineer has a number of assistants?

Mr. TAYLOR. Yes, sir.

Mr. BINGHAM. You run the plant continually because of the city post-office?

Mr. TAYLOR. Yes, sir. The plant is really used more at night than it is in the daytime, on account of the electric lighting.

Mr. BINGHAM. The next item is "one engineer, \$1,200." That is new?

Mr. TAYLOR. That is a promotion; a \$200 increase.

Mr. BINGHAM. The number of assistant engineers is reduced from eight to seven, and one of the eight is increased to \$1,200?

Mr. TAYLOR. Yes, sir. He is to be the acting engineer in case the engineer is away.

Mr. LITTAUER. You have one engineer and you have eight assistants. What do these eight assistants do?

Mr. TAYLOR. We have three shifts on our force. The plant is kept running twenty-four hours. It is not like the plants in other Departments where they only run eight hours.

Mr. LITTAUER. This is simply the heating and lighting?

Mr. TAYLOR. Yes, sir.

Mr. LITTAUER. One engineer at present, at \$1,400, and 8 assistants, at \$1,000 each?

Mr. TAYLOR. Yes, sir; there is no increase in the force.

Mr. GILLET. That means 3 engineers on duty all the time. Why do you need them?

Mr. TAYLOR. You must remember that we have three buildings. We have two buildings outside of the Post-Office Department. We have a supply division that has to have an engineer.

Mr. GILLET. Where is the supply division located?

Mr. TAYLOR. At 613 E street NW.

Mr. LITTAUER. Do they run that plant at night?

Mr. TAYLOR. We have to have a fireman or engineer there.

Mr. LITTAUER. That eliminates an engineer for all but an eight-hour shift. The engineer is there during the day?

Mr. TAYLOR. Yes, sir; and a fireman is there at night.

Mr. LITTAUER. What other building is there?

Mr. TAYLOR. The Busch Building, on E street between Seventh and Eighth streets.

Mr. LITTAUER. Is there any work done at that building at night?

Mr. TAYLOR. I can not say that there is.

Mr. BINGHAM. That is a clerical division?

Mr. TAYLOR. Yes, sir.

Mr. BINGHAM. The only force employed at night is at the Post-Office Department, because of the keeping open of the Washington post-office; is that right?

Mr. TAYLOR. Yes, sir; the lighting and heating of the city post-office.

Mr. BINGHAM. That requires the duties of certain people?

Mr. TAYLOR. Yes, sir.

Mr. GILLETT. And you have an engineer and six assistants to do that work?

Mr. LITTAUER. What do the eight assistant engineers do in the summer time?

Mr. TAYLOR. They have to keep the lighting plant running in the summer just the same as in the winter.

Mr. GILLETT. They do not have to keep the heating plant running?

Mr. TAYLOR. It requires the attention of the engineers to take care of the dynamos. That is the most important feature of the work.

Mr. GILLETT. I should think that it would not require three engineers.

Mr. TAYLOR. You must remember that there are different shifts.

Mr. GILLETT. You have three shifts, with two men on each shift, besides the chief all the time. I do not see why you need more than that.

Mr. TAYLOR. We have a very competent engineer we think. He has been with the Department for years. Of course I have to rely on him. I can not go technically into the necessities. I have put the questions, and he has always satisfactorily explained them, but I can not explain the situation to you.

Mr. BINGHAM. The two buildings outside of the Post-Office building have electric lighting?

Mr. TAYLOR. Yes, sir; but it is not furnished by our plant.

Mr. BINGHAM. You only furnish the heating?

Mr. TAYLOR. Yes, sir.

Mr. LITTAUER. It seems to me that the force here, as I understand it, is an extravagant one. You have an engineer, who is a capable one, then 8 assistant engineers. The electrical part of the work is provided for by 1 electrician at \$1,400, 2 assistant electricians at \$1,200 each. Then come 3 dynamo tenders to take care of the dynamos while in operation.

Mr. TAYLOR. I would be very glad to have the engineer come and explain the situation to you.

Mr. BINGHAM. Please have him come before the committee.

Mr. TAYLOR. I will do so.

Mr. BINGHAM. You have had 31 laborers, and 10 laborers and coal passers. What are "coal passers?"

Mr. TAYLOR. Our arrangement is such that we have to have coal passers to get the coal from the sidewalk into the firerooms.

Mr. BINGHAM. You mean to get the coal from under the sidewalks?

Mr. TAYLOR. Yes, sir. There is such a small space for storing coal that they are constantly shifting the coal. These coal passers do as hard work as any of the laborers, and the Postmaster-General thought they were entitled to the same pay as the average laborer.

Mr. BINGHAM. What do the laborers get?

Mr. TAYLOR. Six hundred and sixty dollars each.

Mr. BINGHAM. In other words, you do not increase the force, but you elevate 10 coal passers from \$500 each to \$660 each?

Mr. TAYLOR. Yes, sir.

CONTINGENT EXPENSES, POST-OFFICE DEPARTMENT.

Mr. BINGHAM. We next come to the item "Contingent expenses," for stationery and blank books, including the amount necessary for the purchase of free penalty envelopes?

Mr. TAYLOR. Last year we had to ask for a deficiency, and probably we will have to do the same thing this year; I am not sure as to that. But we felt that in order to be safe we ought to have \$8,000. Up to three or four years ago the appropriation had been carried at \$8,000, but some one thought he could get along with less, and it was reduced. Last year there was a deficiency of \$1,000.

Mr. BINGHAM. Will you have a deficiency this year?

Mr. TAYLOR. I am not positive, but I think so.

Mr. BINGHAM. In the item "For fuel and repairs to heating, lighting, and power plant, including repairs to elevators," you ask for the same amount as last year?

Mr. TAYLOR. Yes, sir.

Mr. BINGHAM. Will there be any deficiency?

Mr. TAYLOR. I hope not.

Mr. BINGHAM. The matter of coal, etc., does not give you any concern this year?

Mr. TAYLOR. Of course we are paying more for coal this year than two years ago.

Mr. BINGHAM. How much more?

Mr. TAYLOR. I do not remember; I think something like 45 or 50 cents a ton more.

Mr. GILLETT. Do you know how much of that appropriation is used for fuel and how much for repairs?

Mr. TAYLOR. No, sir; but I can secure that information for you. (See p. —.)

Mr. GILLETT. I wish you would do so, and send it to the committee.

Mr. BINGHAM. The next item is "For gas and electric lights, \$1,500?"

Mr. LITTAUER. That appropriation is for gas and electric lights in these outside buildings?

Mr. TAYLOR. Yes, sir.

Mr. BINGHAM. The next item is for "Plumbing, \$1,500." That amount is the same as last year?

Mr. TAYLOR. Yes, sir.

Mr. BINGHAM. You do not ask for a deficiency; do you spend it all?

Mr. TAYLOR. Yes, sir; it is very close.

Mr. BINGHAM. The next item is "For telegraphing," and the amount estimated is the same as that appropriated last year.

Mr. TAYLOR. Yes, sir; we should have asked for an increase, but did not do it.

Mr. BINGHAM. Will there be a deficiency this year?

Mr. TAYLOR. Yes, sir.

Mr. BINGHAM. I suppose that is on account of the investigations, which have caused a large amount of telegraphing?

Mr. TAYLOR. Yes, sir; and then there are the Philippines.

Mr. BINGHAM. So you do not want to reduce that amount?

Mr. TAYLOR. No, sir.

Mr. BINGHAM. The next item is for "Painting, \$1,000."

Mr. TAYLOR. Yes, sir.

Mr. BINGHAM. You do not want to reduce that item?

Mr. TAYLOR. No, sir.

Mr. LITTAUER. In the matter of painting, I notice that last year you asked for \$20,000. We only gave you \$1,000 and this year you come back and ask for current law. What was the purpose of the Department in asking for that large amount of money?

Mr. TAYLOR. Our purpose was to paint the building. It had not been painted and was in bad condition when we went into it. I called the attention of Mr. Taylor to that fact.

Mr. TAYLOR. Yes; that is so.

Mr. GILLET. Which building is that?

Mr. TAYLOR. The new building. We contemplate asking for a deficiency this year instead of asking for the appropriation in the regular bill. The little thousand dollars does not keep the patches cleared up.

Mr. BINGHAM. The next item is "For carpet and matting." That item is reduced. I suppose you have supplied the Auditor?

Mr. TAYLOR. Yes, sir.

Mr. BINGHAM. And the same is true of the next item, "For furniture?"

Mr. TAYLOR. Yes, sir.

Mr. BINGHAM. The next item is "For furnishing a complete system of steel document and letter files for the classification division of the office of the Third Assistant Postmaster-General." That has been disposed of?

Mr. TAYLOR. Yes, sir.

Mr. BINGHAM. The next item is "For purchase, exchange, and keeping horses and carriages, and repair of wagons and harness, to be used only for official purposes." Why do you italicize "carriages?"

Mr. LITTAUER. Do you want to buy a new carriage?

Mr. TAYLOR. My idea is the reason that change was put in was to enable us to repair wagons out of that appropriation. Heretofore we have had to do that work out of the "miscellaneous" appropriation.

Mr. LITTAUER. The language is very plain. It says: "For purchase, exchange, and keeping of horses and repair of wagons and harness, to be used only for official purposes." That is the existing law.

Mr. TAYLOR. What is the change?

Mr. LITTAUER. The change is, "For purchase, exchange, and keeping of horses and carriages."

Mr. TAYLOR. Under the old law we could not procure a carriage, if we needed one, out of that appropriation. We bought it out of another appropriation. The idea was to permit us to repair the carriage out of this appropriation.

Mr. LITTAUER. It simply would mean the purchase or exchange of a new carriage.

Mr. LIVINGSTON. You did buy a carriage last year. From what fund did you pay for that?

Mr. TAYLOR. We purchased the carriage out of the "miscellaneous" appropriation. My impression is that was two years ago.

Mr. BINGHAM. Have you authority under existing law to buy a carriage?

Mr. TAYLOR. We could buy a carriage out of our miscellaneous appropriation, I think.

Mr. LIVINGSTON. I think I can refresh your memory as to the purchase of the carriage. Was there not a provision put on some other bill—the post-office bill, I think it was—that enabled you to purchase that carriage?

Mr. TAYLOR. That was the First Assistant Postmaster-General's carriage. There was an appropriation put on the service bill for the First Assistant Postmaster-General.

Mr. BINGHAM. You could not buy a carriage out of your "Miscellaneous" item?

Mr. TAYLOR. If there is no other appropriation out of which we could buy it, we could. The question now is whether we have had any specific appropriation for that.

Mr. BINGHAM. We want to know what you intend to do?

Mr. TAYLOR. We are always liable to want to buy a carriage. We must repair a carriage each two years. We are liable to have to do so, and I suppose the purpose of the disbursing clerk in putting in the words "and carriages" must have been to draw a distinction between the wagons and carriages.

Mr. LIVINGSTON. How many officers of the Post-Office Department have carriages now?

Mr. TAYLOR. The Postmaster-General is the only one. Then we have what we call a Department wagon. It is a wagon that runs between the various Departments.

Mr. BINGHAM. That is for freightage?

Mr. TAYLOR. Yes, sir. I imagine that the disbursing clerk could explain that.

Mr. BINGHAM. Suppose you ask him if the purchase of an additional carriage is in contemplation, and what he expects to expend for it?

Mr. TAYLOR. I know we are not purchasing any carriage at this time, but there are usually some slight repairs to make.

Mr. BINGHAM. I notice that the item "Miscellaneous items" is reduced several thousand dollars?

Mr. COURTS. That is because they are estimating separately for the Sixth Auditor's Office.

Mr. TAYLOR. I understand that this year they have been asked to be left out of our appropriation.

Mr. LITTAUER. What does this appropriation "Miscellaneous items" chiefly consist of; how is it generally expended?

Mr. TAYLOR. We send you each year an itemized account of those expenditures. It includes everything that the Department may need, from a departmental standpoint, that is not named in the particular appropriations—for instance, buckets, brooms, mops, etc. There are a great many things. When we find that there is no other appropriation available for any particular purpose, the "miscellaneous" fund is used.

Mr. LITTAUER. Even if it comes to a carriage?

Mr. TAYLOR. Yes, sir.

Mr. BINGHAM. Whose control does it come under, the Postmaster-General's?

Mr. TAYLOR. Yes, sir; in a measure. All these requisitions go through my desk.

Mr. BINGHAM. Why do you strike out "including \$200 for the office of the Auditor for the Post-Office Department?"

Mr. COURTS. That is all involved in the transfer question.

Mr. BINGHAM. Then the remainder of this item of \$15,000 is expended for "law books, books of reference, railway guides, city directories, and books necessary to conduct the business of the department." Do the law books go into your legal department?

Mr. TAYLOR. Yes, sir.

Mr. BINGHAM. Do you spend all of that appropriation?

Mr. TAYLOR. Yes, sir.

Mr. BINGHAM. Is it close work?

Mr. TAYLOR. Yes, sir; very close.

Mr. BINGHAM. The next item is "For rent of a suitable building for storage of the files for the Post-Office Department, \$3,000."

Mr. TAYLOR. Yes, sir.

Mr. BINGHAM. Is that building under contract?

Mr. TAYLOR. Yes, sir.

Mr. BINGHAM. The next item is "For rent of suitable buildings for the storage of post-office supplies and for the rural-free delivery service?"

Mr. LITTAUER. Why have you reduced that item?

Mr. TAYLOR. We had a portion of the Star Building and we gave it up and moved into the Busch Building.

Mr. BINGHAM. You are under contract there?

Mr. TAYLOR. Yes, sir.

Mr. BINGHAM. And that accounts for this reduction?

Mr. TAYLOR. Yes, sir.

Mr. BINGHAM. The next item is "For the publication of copies of the Official Postal Guide, including not exceeding 1,500 copies for the use of the executive departments." I suppose that is under contract?

Mr. TAYLOR. Yes, sir.

Mr. BINGHAM. The next item, "For miscellaneous expenses in the topographer's office," is the same as last year?

Mr. TAYLOR. Yes, sir.

Mr. BINGHAM. Did they expend all of that appropriation?

Mr. TAYLOR. Yes, sir.

Mr. BINGHAM. The next item is "For postage stamps, etc.," and an increased appropriation is asked from \$550 to \$800?

Mr. TAYLOR. Yes, sir.

Mr. BINGHAM. Have you not been able to get along with the \$550?

Mr. TAYLOR. No, sir; it has been difficult to get along with the \$550 appropriation.

Mr. BINGHAM. You never asked for a deficiency?

Mr. TAYLOR. I am not sure about that.

POST-OFFICE DEPARTMENT, OFFICE OF THE CHIEF CLERK,
Washington, D. C., December 19, 1903.

Mr. JAMES C. COURTS,

*Clerk Committee on Appropriations,
House of Representatives, Washington, D. C.*

SIR: In compliance with the request of General Bingham, chairman of subcommittee on legislative bill, that I advise the committee as to how much of the appropriation for "Fuel and repairs to heating, lighting, etc.," was expended for coal, I beg

to state that the records in the disbursing clerk's office show that for the fiscal year ended June 30, 1903, there was expended for coal \$21,386.74; for oil, electric lamps, waste, repairs, etc., \$6,686.38, leaving an unexpended balance of \$426.88.

For the current year there has been expended, for coal, \$6,875.91; repairs, etc., \$2,883.75.

In reference to the appropriation "For purchase, exchange, and keeping of horses and carriages, etc.," will say that the words "and carriages" should be omitted. In the estimate for 1904 the Postmaster-General asked for an appropriation of \$3,400, his intention being, at the time of the estimate, to furnish a team and carriage to an Assistant Postmaster-General. The word "carriage" was added in order that the entire equipment could be paid for out of the appropriation. As stated before the committee, carriages have heretofore been paid for out of the miscellaneous appropriation.

Very respectfully,

BLAIN W. TAYLOR, *Chief Clerk.*

ENGINEERS, POST-OFFICE DEPARTMENT.

STATEMENT OF MR. JAMES O'DONNELL, ENGINEER, AND MR. JOHN H. LLOYD, ELECTRICIAN, POST-OFFICE DEPARTMENT BUILDING.

Mr. BINGHAM. I observe, in connection with the Post-Office Department, an increase of your own compensation, I think, from \$1,400 to \$1,800, an increase of how much?

Mr. O'DONNELL. There is only an increase of \$200; from \$1,400 to \$1,600.

Mr. BINGHAM. You ask an increase of \$200? You have seven subordinates, who are receiving how much?

Mr. O'DONNELL. A thousand dollars.

Mr. BINGHAM. You ask to have them receive a thousand dollars?

Mr. O'DONNELL. They are all receiving a thousand dollars, but there is one that has been acting as first assistant since we moved into the new building, and I ask to have him put at \$1,200.

Mr. BINGHAM. What do you do with the others?

Mr. O'DONNELL. You know we run continuously, and it takes—

Mr. BINGHAM. That is in the main building, as I understand, you have three offices to care for?

Mr. O'DONNELL. Yes, sir.

Mr. BINGHAM. The first is the main building; how many men do you have there?

Mr. O'DONNELL. I have three that run regularly in the engine-room watches. I have three for operating the machinery shop, making all repairs in addition to looking after running gear, auxiliaries, Westinghouse engines, etc., and we do all the minor repairs throughout the building.

Mr. BINGHAM. You do the machinery work?

Mr. O'DONNELL. Yes, sir; we do.

Mr. BINGHAM. That covers your central office of the Post-Office Department?

Mr. O'DONNELL. Yes, sir. You see, on account of running continuously there, I have to have one man to make a relief. Now, these men, although they are entitled to a day in the week for Sundays and holidays, they do not get one day in two weeks. All our main elevator repair work is done on Sundays. There has not been a Sunday or a holiday since I have been employed in that building that the engine room repair force has not been at work. You see, these elevators have to be repaired out of office hours, because otherwise it would cripple the service.

Mr. LITTAUER. How many elevators have you?

Mr. O'DONNELL. We have eight; and in addition to that the repairs we do amount to no end of money we save to the Government.

Mr. LITTAUER. You do the mechanical work—the machinery work?

Mr. O'DONNELL. Yes, sir; and there is another thing. We have an automatically controlled heater, and if anything goes wrong I have to have a man promptly to answer all calls, and I want to say to you now there are no set of men working for the United States Government to-day who earn their money better than those.

Mr. LITTAUER. You have two other buildings?

Mr. O'DONNELL. The Busch Building and the supply division, and also when anything occurs I am liable to be called up by the mail-wagon repair shop.

Mr. LITTAUER. What have you in these other new buildings?

Mr. O'DONNELL. We have an engineer in the Busch Building, two firemen, two elevator conductors, and I have one man detailed from my force. I detail one of my men to fill in the watch of the Busch Building. Now, this same man takes care of the heat at the supply division building.

Mr. LITTAUER. How far are they apart?

Mr. O'DONNELL. They are about a square apart.

Mr. LITTAUER. You mean a man to run the engine?

Mr. O'DONNELL. There is no engine to take care of, but the heating.

Mr. LITTAUER. And electric lighting?

Mr. O'DONNELL. That is from the city. The chief electrician here takes care and looks after and repairs the lights, and all that.

Mr. LITTAUER. There is no elevator in the supply division?

Mr. O'DONNELL. No, sir; only a hand elevator. There is no hydraulic or electric elevator.

Mr. LITTAUER. There is nothing but the heat for certain months in the year?

Mr. O'DONNELL. Yes, sir.

Mr. LITTAUER. The other building, the Busch Building; there you have a power station for an elevator as well?

Mr. O'DONNELL. Yes, sir.

Mr. LITTAUER. And that is run during the regular hours, from 9 until 4?

Mr. O'DONNELL. Yes, sir.

Mr. LITTAUER. You do not have any shifts there at all except for the heating?

Mr. O'DONNELL. Not for the engineer, but whenever there is any work to do he comes there on Sunday and attends to it so as not to cut it out during the week.

Mr. BINGHAM. The electric part of the work in connection with the general Post-Office Department and post-office of the city is done by the electrician who is appropriated for, he takes care of that?

Mr. O'DONNELL. Yes, sir.

Mr. BINGHAM. You are not asking an increase of force?

Mr. O'DONNELL. No, sir.

Mr. BINGHAM. You want your force to stand?

Mr. O'DONNELL. As it is.

Mr. BINGHAM. And you want additional compensation because you think they work over eight hours?

Mr. O'DONNELL. Yes, sir; and I feel we deserve it.

Mr. LITTAUER. Of your force, how many men are employed outside of the main Post-Office Department; how many engineers and how many firemen?

Mr. O'DONNELL. There are three firemen at the Busch Building, one engineer for taking care of the Busch Building and supply division building. There are only two firemen provided by Congress, but I detail in cold weather one from my building to fill in the third man.

Mr. LITTAUER. Those are firemen?

Mr. O'DONNELL. Yes, sir.

Mr. LITTAUER. So outside the main Post-Office building there are one engineer and three firemen employed only a part of the year?

Mr. O'DONNELL. Yes, sir.

Mr. LITTAUER. Now, in the main building, outside of yourself as head engineer, you have seven assistant engineers and how many firemen?

Mr. O'DONNELL. We have 12 firemen.

Mr. BINGHAM. You have three tours?

Mr. O'DONNELL. Yes, sir. The force is divided by three and goes through the year continuously, and in case of sickness men have been on for as much as sixteen hours.

Mr. LITTAUER. That is, three shifts of three firemen each. What do the assistant engineers do?

Mr. O'DONNELL. They do work that the firemen will do. They take down lights, put them up, and make extensions and improvements.

Mr. LITTAUER. Are they busy?

Mr. O'DONNELL. Oh, yes, sir.

Mr. LITTAUER. Seven assistant engineers are busy making repairs?

Mr. O'DONNELL. There are three taken up by the three dynamo room watches.

Mr. LITTAUER. You have three dynamo watches besides that?

Mr. O'DONNELL. Three dynamo tenders that do oiling; they are not licensed engineers.

Mr. LITTAUER. Then, you have three men who simply oil dynamos, at \$900?

Mr. O'DONNELL. As auxiliaries; yes, sir.

Mr. LITTAUER. Then, you have three oilers, one for each watch?

Mr. O'DONNELL. Yes, sir; and to give a night off I have to break in a fireman, as we give a night off every two weeks.

Mr. LITTAUER. Are they very busy when they do that?

Mr. O'DONNELL. When you consider the annual leave and men being sick, I do not consider that I have got one man too many. As I say, there have been occasions where I had, in case of sickness, to leave one man running sixteen hours—two watches right straight through.

Mr. LITTAUER. These men work on holidays and Sundays?

Mr. O'DONNELL. Yes, sir. There is not a holiday or Sunday since I have been there they have not. Why, only recently we put two new shafts in elevators, and we saved the Government a lot of money; and it is not only what you save in money, but it is the convenience, as we have the machine room to do the work in promptly and we do it out of hours.

Mr. LITTAUER. You have three men of your assistant engineers practically devoted to repairs?

Mr. O'DONNELL. Generally to repairs and looking after adjustments

of machinery—looking after the elevators. We have eight, and they get the very best attention, and it is necessary they should.

Mr. LITTAUER. What does the electrician do?

Mr. LLOYD. I have 6,000 lights in the main building to take care of, including ventilating and running of additional wiring to take care of and different clerks want light here and there, including all the messenger service, three electric elevators, 400 lights in the Busch Building, about 200 in the supply division, and my force is two besides myself, and, as an accommodation, do work for the substations of the city post-office. But that, as I say, is just an accommodation to them. The plant is run continuously and we have a greater electric load after 6 o'clock in the evening than we have during the day, and occasionally we are compelled to go down there at 9, 10, or 11 o'clock at night.

Mr. LITTAUER. For what purpose?

Mr. LLOYD. For repair work. I will give you an illustration. We have a set of boys down there—special-delivery boys—and they are very mischievous and three or four days ago—

Mr. BINGHAM. How late do the special-delivery boys remain?

Mr. LLOYD. I think they are on continuously twenty-four hours, in three watches.

Mr. LITTAUER. You were giving an incident.

Mr. LLOYD. These boys, through a mischievous prank, blew out several fuses and blew out several lights and—

Mr. LITTAUER. How did they have the opportunity to get at them?

Mr. LLOYD. They found the opportunity.

Mr. O'DONNELL. Did not they break some glass to get at a switch? I know I had to keep them out of the basement.

Mr. LITTAUER. It is very hard work to provide against such contingencies, and that only occurs once in a long time.

Mr. LLOYD. As I say, I have a force of two besides myself, and I have got 140-horsepower of electricity, 6,000 lights, and I suppose there are in that building about 40 miles of wire, and every chief of division and assistant chief and several other people have messenger calls, and I have a small interior telephone outfit to take care of that I installed myself, and then the Busch Building, the supply division, and there is the accommodation of the outlying substations of the city post-office.

Mr. LITTAUER. Do you find your two assistant electricians are busy most of the time?

Mr. LLOYD. We are kept very busy; yes, sir. What we can not do one day we try to take up as early as possible the next day, except it is a case of emergency, when we stay until it is done.

Mr. LITTAUER. The difficulty of the matter was to understand what the seven assistant engineers did. We understand one engineer is placed over in the Busch Building?

Mr. O'DONNELL. Yes, sir.

Mr. LITTAUER. Three of your assistant engineers devote themselves to repairs?

Mr. O'DONNELL. Yes, sir.

Mr. LITTAUER. And the other three are on during each watch?

Mr. O'DONNELL. Yes, sir; stationed in the engine room to take care of the engines.

Mr. LITTAUER. Then you have oilers, besides that, and coal passers?

Mr. O'DONNELL. Yes, sir.

Mr. LITTAUER. And firemen?

Mr. LLOYD. There are only two people in the engine room—the engineer, on watch, and the dynamo tender—at a time. They have only two or three units in operation, as the occasion requires.

Mr. O'DONNELL. I would be very glad to have you gentlemen come down and see what we have. The honorable Mr. Skiles came down there and looked at it, and he asked what was the compensation, and he said that it was ridiculous that a man in charge of a plant worth several million dollars got the same pay of a man who ran a little building like the Army Medical Museum, who gets the same salary I do.

Mr. LLOYD. We have a very efficient plant, and it is run in a very economical way and a very efficient way. The best demonstration we could give would be for some gentleman to call and let us illustrate it practically.

Mr. BINGHAM. Is there any difficulty in heating that building in winter?

Mr. O'DONNELL. No, sir; we heat that building mostly on a vacuum on the whole system. We have got the operation of the building down right under our fingers, and the records will show since we have been there every year we have increased our load, and I am proud to say we have decreased our coal consumption, which shows the elegant control we have of the plant.

Mr. LITTAUER. Could you not get some way to pass coal there where you need it except by having coal passers?

Mr. BINGHAM. How much coal do you use?

Mr. O'DONNELL. Between 3,500 and 4,000 tons. That is one thing I would like to mention to you. These coal passers really ought to get the same pay as the other laborers, as it is the hardest kind of work.

COMMITTEE ON APPROPRIATIONS,
Tuesday, December 15, 1903.

WAR DEPARTMENT.

(See also p. 346.)

RECORD AND PENSION OFFICE.

STATEMENT OF GEN. F. C. AINSWORTH, CHIEF OF THE RECORD AND PENSION OFFICE.

Mr. BINGHAM. Suppose, Mr. Littauer, you ask the questions you desire first.

Mr. LITTAUER. I wish, General, you would describe to us what additional work has been brought to you by the changes in the past year.

General AINSWORTH. By orders of the Secretary of War, dated August 16 and 26 and September 28, there were transferred to the Record and Pension Office two very large record divisions of the Adjutant-General's Office and a large record section of the Surgeon-General's Office.

Mr. BINGHAM. This fiscal year—last August and September?

General AINSWORTH. Yes, sir; the divisions transferred from the Adjutant-General's Office were the Regular Army roll division, the

largest of those transferred, which contains all the rolls of the Regular Army from the earliest times up to the present time, including the current muster rolls, and the returns division, also a very large record division.

Mr. BINGHAM. Was the force transferred with them?

General AINSWORTH. Yes, sir.

Mr. BINGHAM. Is that what you call the temporary roll?

General AINSWORTH. Both temporary and permanent; some of the clerks were temporary and some were permanent. The returns division contains all the returns of the regular troops from the earliest days up to the present time. Those two divisions were the principal divisions containing Regular Army records.

Mr. BINGHAM. From the war of the rebellion?

General AINSWORTH. And up to the present time; the past as well as the present. Previous to this transfer the Record and Pension Office had charge of the military records of volunteers. This transfer put it in charge of the records of all troops, regulars as well as volunteers.

Mr. BINGHAM. Now, you have records of the entire service from the commencement of the Government, including the present Spanish-American war?

General AINSWORTH. Yes, sir; and up to the present time. The order for the transfer requires that when records come in—current returns, rolls, and similar papers—they shall be transferred at once to the Record and Pension Office, to be completed, filed, and subsequently dealt with. The section that was transferred from the Surgeon-General's Office contains medical records of the Regular Army, running from 1894 nearly up to the present time, and the order provided for the transfer of similar records to be received in future. Prior to the recent transfer the Record and Pension Office had charge of the medical records of volunteers, but did not have charge of some of the medical records of the Regular Army.

Mr. BINGHAM. Of the war of the rebellion only?

General AINSWORTH. Of all volunteers, including those of the war of the rebellion, the Spanish war, and the Philippine insurrection, but the Office did not have all the medical records of the regular troops. The recent transfer put the medical records of all troops, regulars as well as volunteers, under our charge. This transfer of military and hospital records now makes it unnecessary to make triplicate calls on the Adjutant-General's Office, the Surgeon-General's Office and the Record and Pension Office in the same case. One call is sufficient to bring out the whole record, military as well as medical, in any case.

Mr. BINGHAM. Duplicating calls on the part of the Pension Office?

General AINSWORTH. And of the accounting officers of the Treasury. Now calls from the Pension Bureau and the accounting officers of the Treasury need go to but one office and that is the Record and Pension Office.

Mr. LITTAUER. With this transfer of rolls and work what force came from the Adjutant-General's Office and what force from the Surgeon-General's Office?

General AINSWORTH. Seventy-five, all told; I can not give you the exact number from each office, but most of them came from the Adjutant-General's Office.

Mr. LITTAUER. And they were all engaged in carrying on this work which was transferred to your Bureau?

General AINSWORTH. Yes, sir.

Mr. LITTAUER. Was your Bureau at that time up to date, current?

General AINSWORTH. It has been for a great many years.

Mr. LITTAUER. So that this additional work brought over to you with this additional force of clerks enables you to keep the work going as it has been. Was the work in arrears when it was brought to you?

General AINSWORTH. The work was in this shape: The rolls division when I received it, which was August 19, 1903, was engaged in examining and correcting the muster rolls of May and June, 1902; it was about eighteen months in arrears, and was getting further behind all the time. There were on file, when I received this work, about 14,000 rolls that had never been examined, and of course this examination is exceedingly important, because upon it depends the accuracy of the records. If errors, deficiencies, or discrepancies are discovered it is necessary to write the company commanders in order that the rolls may be corrected or completed; this is absolutely necessary. At the time of the transfer the rolls division was engaged in writing letters to company commanders about matters that had transpired about eighteen months previously, and there was no prospect of the work being brought any nearer to current date. Well, the situation was not a new one or a difficult one for the Record and Pension Office. It had had many transfers of that kind before, and found no difficulty in dealing with this situation. The first thing done was to investigate the methods of work, to see that each man was doing all he could do, and to simplify the methods so that his work should be done to the best advantage.

Mr. GILLET. You mean that you did this yourself?

General AINSWORTH. Yes. Having done that, the next thing done was to say to the gentlemen who were engaged upon the work that the work was behind; that the Secretary of War had transferred it with the expectation that it would be brought up, and that it had to be brought up. Under the law I am required to report at the end of each month whether any work is in arrears or not, and if any such report of arrears is made the head of the Department is by law required to extend the hours of labor of the employees sufficiently to bring up the work. I told the gentlemen who were concerned that I was compelled to make such a report.

Mr. GILLET. May I ask, as you go along, whom do you mean when you say the "gentlemen who were concerned?"

Mr. LITTAUER. The 75 clerks transferred. I do not know but what you might have stated that to one or two of the heads.

General AINSWORTH. Oh, no; all of them were informed.

Mr. LITTAUER. Did you put any of the regular force of the office on this work or did you confine it to the 75 transferred to you?

General AINSWORTH. I will answer that in a moment. I told them that by law I was compelled to make this report of arrears, but that in making it I hoped to be able to say to the Secretary of War that the employees themselves realized the situation and had voluntarily concluded to extend their hours of labor an hour and a half each day, stopping work at half past 5 instead of at 4 o'clock. To that appeal about half of the force transferred—that is, about half of the trans-

ferred force engaged on this work—very cheerfully said they would work one and a half hours extra.

I then sent word to some of the old employees of the Record and Pension Office who had been with me a good many years that this recently transferred division was in difficulty and needed help; that we needed volunteers to work for an hour and a half each day. Of the 40 old employees who were approached every one cheerfully said he would work an extra hour and a half or as much longer as was necessary. Their services were not all needed; but I put on as many of them as could be used profitably. The total arrearage of work amounted to about 17,000 rolls, including the current rolls received while the work was in progress. There were over 14,000 on hand when the change was made, and the balance was received during the progress of the work.

Mr. GILLET. May I ask before you leave that—you say half of these men volunteered—did you employ the services simply of that half or compel the other half to work?

General AINSWORTH. Oh, the rest came in after they saw what the old employees of the Record and Pension Office did; nearly all of the rest came on afterwards.

Mr. GILLET. You did not compel them to do that? They did that voluntarily?

General AINSWORTH. There was no compulsion, but in the end nearly all came in.

Mr. BINGHAM. By the force of example and pride?

General AINSWORTH. Yes, sir.

Mr. GILLET. You have the right to compel them to stay after hours?

General AINSWORTH. The law compels it, if the Secretary of War should issue such an order.

Mr. GILLET. Why did he not do that then?

General AINSWORTH. Because when I made the report I simply said that the arrearage of work existed, but that the employees of the office had voluntarily agreed to extend their hours of labor and bring up the work, so that there was no need to issue the order, and he did not issue it. The extra work began about the 25th of August; on the 5th day of December we had completed it and had brought the work up to date.

Mr. BINGHAM. That is the added work?

General AINSWORTH. All of it.

Mr. BINGHAM. Do you mean to say your normal work and all is up to date?

General AINSWORTH. The rolls division is up to date.

Mr. BINGHAM. And you have now brought up the additional work to date?

General AINSWORTH. Yes; so that, instead of writing letters to company commanders concerning rolls made eighteen months ago, we are now ready to take up the rolls as soon as they come in, examine them, and promptly take the steps necessary to correct or complete them.

Mr. BINGHAM. In other words, if you are given this additional force, which is no greater than the transferred force—

General AINSWORTH. I am not asking any increase. I propose making a decrease.

Mr. GILLET. Did this force work an hour and a half overtime up to December?

General AINSWORTH. Up to December the 5th, except Saturday; they did extra work only on five days in the week.

Mr. LITTAUER. Then the regular force transferred to you, with the addition of such assistance as 40 of your own clerks gave, with the hour and a half overtime each gave, were able within the period of about how many months, six months—

General AINSWORTH. Oh, no; from August 26 to December 5.

Mr. LITTAUER. Were able to bring up between those dates this work of about a year and a half behind?

General AINSWORTH. Yes, sir; I gave them such additional help during the daytime from my regular force as I could spare, and the result was that we brought the work up to date by the 5th day of December.

Mr. LITTAUER. Of course, the method by which the work was carried on must have had a great deal to do with the rapidity with which you have been able to get this back work up. What were the main changes in that?

General AINSWORTH. Well, there were a number of useless steps that had been taken in the work of the division. I found, on consulting the office of the Auditor for the War Department, for instance, that certain long, detailed, and itemized reports that appeared to be unnecessary had been made for many years. Nobody knew why, except that they always had been made in that way. It was found that by making the reports in a simpler and more condensed form they would be equally useful to the accounting officers of the Treasury and would save a great deal of labor to the War Department. It was also found on consultation with the Pension Bureau that many reports that had been made to that Bureau were much more complicated than was necessary, and we simplified those. In other words, I cut off all unnecessary labor, and took the most direct means of accomplishing results.

Mr. LITTAUER. Now, as to the efficiency of the clerks who were transferred to you. There were a part on the permanent roll of other bureaus and a part of the temporary force after the war with Spain.

General AINSWORTH. Yes, sir.

Mr. LITTAUER. How efficient did you find them; did they need retraining?

General AINSWORTH. Not very much. I found them, on the whole, a pretty good, average force.

Mr. LITTAUER. Comparing favorably with your own force which has been under your guidance for years?

General AINSWORTH. I can hardly say that, because the Record and Pension Office has a selected force. By operation of the law of the survival of the fittest the force of that office has become an unusually good one, the best having been retained and the least efficient having been dropped out in the reductions that have been made from time to time.

Mr. LITTAUER. By the operation of that same law on this new force, what proportion of the clerks transferred do you estimate should be retained?

General AINSWORTH. I make a reduction of 27.

Mr. LITTAUER. Out of 75?

General AINSWORTH. Out of 75, more than a third.

Mr. BINGHAM. You make that reduction from that force because the work is accomplished and you absorb them in your force?

General AINSWORTH. Yes.

Mr. BINGHAM. Therefore you ask for no increase of force?

General AINSWORTH. None whatever.

Mr. LITTAUER. You do not mean to say you can do the work with your own force, but you believe you can do this work with the force of 27 less than the number of clerks transferred to you, keeping your old regular force and your old regular work?

General AINSWORTH. Yes, sir. I should tell you a little more about the volunteer work. The amount was not so great, because the extra time was only an hour and a half a day, but this time was given without any hope or expectation of reward or of appealing to Congress for pay. I kept a record of the time of all the men who are engaged in this work, and promised them that when their services could be spared in the future I would give them extra leave equivalent in amount to the extra time for which they had worked.

Mr. BINGHAM. How can you do that?

General AINSWORTH. I just borrowed the time from them.

Mr. BINGHAM. Is that done in all the departments?

General AINSWORTH. I never knew it to be done anywhere else, but I have always done it. When a man works overtime, I give him credit for it, and give him that much more leave.

Mr. LITTAUER. In other words, when you need him you ask him to work, and when you do not need him you give him the time?

General AINSWORTH. Yes, sir; in other words, I borrow the time from him and repay it later.

Mr. BINGHAM. Do you ask any increase of salary?

General AINSWORTH. No, sir; I do not; or rather, substantially none. There were two little changes needed to make the transferred force uniform. To make the salary of the assistant engineer in the office correspond with the salary paid to similar employees in other departments, an increase of \$100 a year is submitted.

Mr. BINGHAM. That is simply to make it consistent?

General AINSWORTH. Yes, sir. For like reason an increase of \$60 a year is submitted in the case of one assistant messenger. That is all.

Mr. BINGHAM. That is the only increase?

General AINSWORTH. That is all; and the total reduction in salaries is \$25,780.

Mr. BINGHAM. You reduce that much money in salaries?

General AINSWORTH. Yes, sir.

Mr. LIVINGSTON. How is that done?

General AINSWORTH. By the reduction of 27 in the number of employees. Now, I think that that reduction of 27 employees will not require the discharge of anybody, at least it will not require the discharge of anybody who is fit to keep, because I shall save nearly all the vacancies that occur during the remainder of the fiscal year. I expect that by not filling them I shall have vacancies enough by the 30th of June to take care of all these employees, or at least all of them who are worth taking care of.

Mr. LIVINGSTON. When you say all who are worth taking care of, how many do you think that will leave out who are on the transferred force?

General AINSWORTH. I would not like to state positively, because I

have not had these employees under observation long enough to enable me to judge as to their qualifications.

Mr. LIVINGSTON. Do you mean by that four or five?

General AINSWORTH. I doubt if there will be more than that.

Mr. LIVINGSTON. Of the 75 transferred, how many came from the permanent roll and how many from the temporary roll?

General AINSWORTH. That statement is on page 132. Thirty-five from the permanent roll and 40 from the temporary roll.

Mr. LIVINGSTON. You have dispensed with more in number, however, of those who are on the temporary roll incident to the increased business of the war with Spain?

General AINSWORTH. Yes, sir; more than half—27.

Mr. GILLET. Will you have 27 vacancies between now and June; is that the average?

General AINSWORTH. I have 14 now.

Mr. BINGHAM. You have 14 and what you propose to reduce?

General AINSWORTH. Yes, sir.

Mr. LITTAUER. Do they come because other Departments ask for transfers of any clerks?

General AINSWORTH. They do; a few resign and some die. Other Departments do not get good clerks from the Record and Pension Office, however, without a fight.

Mr. BINGHAM. A transfer requires your approval?

General AINSWORTH. It requires approval of the Secretary of War, and he usually consults me.

Mr. BINGHAM. He stands with you.

General AINSWORTH. Always.

Mr. BINGHAM. You refuse to let your clerks go?

General AINSWORTH. If the clerks are good for anything, I want to keep them.

Mr. LITTAUER. Do the clerks themselves want to go?

General AINSWORTH. Yes; some in the lower grades do because they see more rapid promotions elsewhere.

Mr. LITTAUER. Elsewhere in the War Department?

General AINSWORTH. No, sir; in other Departments. The proportion of high grades in the Record and Pension Office is small. It is much higher in other Departments, and the clerks see that there is better opportunity for promotion elsewhere. I do not blame them for wanting to go, but at the same time I think and contend that it is not in the interest of the public service that a man who has been trained in a special class of work for years, who, after long experience, has been made valuable in connection with that work, should be permitted to go to some other bureau or some other Department to undergo there a course of training to make him fit for his new work, while his place in my Bureau has to be filled by a new man who has to be trained also.

Mr. BINGHAM. Let me understand better the transfer; of course, the Secretary of War can transfer any subordinate in his Department from one bureau to another upon his own independent action?

General AINSWORTH. Yes, sir.

Mr. BINGHAM. But when it is a transfer from a Department to a Department it requires the approval of each of the Department chiefs as well as the Civil Service, does it not?

General AINSWORTH. Yes, sir.

Mr. BINGHAM. There must be a concurrence?

General AINSWORTH. Yes, sir.

Mr. GILLETT. I suppose the Civil Service gives consent as a matter of form, does it not?

General AINSWORTH. Oh, yes, sir.

Mr. GILLETT. The real person to decide is the head of the department from which the man is going?

General AINSWORTH. If the two heads of the departments agree the Civil-Service Commission usually assents to the transfer.

Mr. BINGHAM. They accept the judgment of the two heads of the departments?

General AINSWORTH. Yes, sir.

Mr. LITTAUER. It is really a striking fact that by a change of method, and I take it for granted that the result of your work is all that is needed in the service of the Government filled by a public officer of an efficient bureau, by this change of method you have been able to bring about this rather astonishing result, and I would like to know whether from your general experience, and I value that very highly because of the record you have made, you believe that the work of the departments generally is now in such a shape that it ought to be resystematized with a number of good results and much more simply; whether the experience you have had with this force here now is such that it makes you believe the entire bureaus should be gone over. This is the most striking saving in clerks' work that has come before us and must therefore appeal to you as an expert.

General AINSWORTH. Well, this reduction is a small one compared with those I have made heretofore. This same result has followed the different transfers of work that have been made to me. The transfers began in 1889, when Secretary Proctor was Secretary of War. He established the Record and Pension Office as a division of his own office. Subsequently it was created by law a bureau of the War Department. I at one time had about a thousand employees, but by reorganization of divisions, simplification of the methods of work, and the introduction of the record card system I have been able to reduce the number of employees by about 500.

Mr. BINGHAM. May I interrupt you there? Could the record card system be adapted to use in other departments of the Government?

General AINSWORTH. It is being used very generally.

Mr. BINGHAM. And that is since your establishing that system?

General AINSWORTH. Yes, sir.

Mr. BINGHAM. Where else do they use it?

General AINSWORTH. I do not know to what extent they have been adopting it here, but it is in general use. The Record and Pension Office now has only about 500 employees, and the total saving resulting from this reduction of force is over half a million dollars a year in salaries alone. Now, with your experience you are as well able as I am to judge as to the condition of other departments. It would hardly become me—

Mr. LITTAUER. Then you show a record of work accomplished with about one-half the force, and you declare that the competency of the clerks is an ample one—that they have enough brains and energy to do their work—so that it finally resolves itself down to the method of doing business and system?

General AINSWORTH. That is all.

Mr. LITTAUER. And it seems that whenever work from some outside bureau is brought to you and comes under the magic of your system that at any rate about half or two-thirds of the clerks are able to do the work?

General AINSWORTH. It always has been so in the past.

Mr. BINGHAM. Your administration finds that your subordinate force gives cheerful cooperation to the work of the office?

General AINSWORTH. More than that; an enthusiastic cooperation.

Mr. BINGHAM. How many subordinate force have you?

General AINSWORTH. About 500; I can not give the exact figures.

Mr. LITTAUER. You estimate 485.

General AINSWORTH. Yes; I have 512 now.

Mr. BINGHAM. Are you the largest bureau in the Department?

General AINSWORTH. Yes, sir; nearly half the whole Department.

OFFICE OF THE SECRETARY OF WAR.

STATEMENT OF MR. JOHN C. SCOFIELD, CHIEF CLERK.

Mr. BINGHAM. Last year, for the current year, you gave us in your statement a reduction of about \$47,000.

Mr. SCOFIELD. About fifty odd thousand dollars.

Mr. BINGHAM. And we continued your force with that reduction. Now you give us a sum total only of about \$6,000 less than the expenditures under current year.

Mr. SCOFIELD. Yes, sir; for the office of the Secretary of War.

Mr. LITTAUER. There has been a very considerable depletion of the Army since a year ago?

Mr. SCOFIELD. Yes, sir.

Mr. BINGHAM. What has been the reduction in the Army?

Mr. SCOFIELD. The Army is now practically down to the minimum, about 60,000 men.

Mr. BINGHAM. That includes officers and all?

Mr. SCOFIELD. Yes, sir.

Mr. LITTAUER. A reduction during the year of how many?

Mr. SCOFIELD. The annual report will show, but I think about 12,000.

Mr. BINGHAM. That is the reduction of the Army during the present year?

Mr. SCOFIELD. Yes, sir.

Mr. BINGHAM. You have had, as I understand, little, if any, change in your force since the commencement of the war with Spain, except the temporary force assigned to you?

Mr. SCOFIELD. Yes, sir; that is all.

Mr. BINGHAM. You come to Congress for no increase whatever, the work having been done by the great appropriations which were given you for the conduct of the war?

Mr. SCOFIELD. That is all.

Mr. BINGHAM. That sum total, as I understand, for the subordinate force was \$541,000. You ask for that sum less \$6,000?

Mr. SCOFIELD. No, sir; that is not exactly so. The \$6,000 reduction is for the Secretary's office; \$541,000 is the gross sum that Congress appropriated for the temporary force for the present fiscal year for the entire Department. When the estimates came in from the bureaus

the chiefs asked the Secretary to approve all of that and added about \$120,000. The Secretary cut down the estimates to this year's appropriations, and made a transfer of about \$82,000 worth of clerks from the Adjutant's office and the Surgeon-General's office to the Record and Pension Office whereby, under the estimates of General Ainsworth, there will be a reduction of \$25,000 during the next fiscal year.

Mr. BINGHAM. That being the result of his method of administration?

Mr. SCOFIELD. Yes, sir. All the bureaus of the Department asked for increases over the present appropriations except the Record and Pension Office and the Secretary's Office, which I represent.

Mr. LITTAUER. They were not granted?

Mr. SCOFIELD. No, sir.

Mr. LITTAUER. And the total salaries you estimate for amount to within \$21,000 or \$22,000 of what they did the year before, and that despite a reduction of \$25,000 in those transfers from the Adjutant-General's and Surgeon-General's offices to the Record and Pension Office?

Mr. SCOFIELD. Yes, sir.

Mr. LITTAUER. So that your temporary force in all the other bureaus combined practically amounts to the same thing in dollars and cents?

Mr. SCOFIELD. Yes, sir.

Mr. GILLETT. It is a little larger?

Mr. SCOFIELD. It seems so, but it is not, because there is included an amount of \$11,960 which we are now asking for on this bill for the Insular Bureau which heretofore they received from two special appropriations, a deficiency appropriation of \$30,000 and another appropriation of \$11,280, which are available until the end of this fiscal year.

Mr. LITTAUER. The difference is practically none whatever—a few dollars one way or the other?

Mr. SCOFIELD. Yes, sir.

Mr. BINGHAM. What reduction do you make in the subordinate force for the next fiscal year, including General Ainsworth's office?

Mr. SCOFIELD. There is a total reduction, as shown in the estimates of this year as compared with the appropriation of last year, the regular and temporary force combined, of \$21,000; in reality it is more than that, for the reason that we are including in this year's estimate \$11,280 of appropriation which never appeared on this bill before.

Mr. LITTAUER. That would amount to about \$32,000, from which is to be deducted \$25,000?

Mr. SCOFIELD. Yes, sir.

Mr. GILLETT. And aside from General Ainsworth's department there is only a reduction of \$7,000?

Mr. SCOFIELD. Yes, sir; the bulk of the reduction occurs in General Ainsworth's Bureau.

Mr. BINGHAM. General Ainsworth's Bureau is a part of your department?

Mr. SCOFIELD. Yes, sir.

Mr. LITTAUER. Can you explain to us why in the executive or civil branch of the Army's expenditures there should not be a corresponding decrease to the Army proper?

Mr. SCOFIELD. The two do not necessarily go hand in hand. For example, the same amount of returns and other military papers may

be required from a command of 25,000 as would be required from a command of 50,000; so that a reduction from 50,000 to an army of 25,000 would not necessarily carry with it a corresponding reduction of clerical force.

Mr. BINGHAM. The reduction would not be half?

Mr. SCOFIELD. That is it; there should be some reduction, but not the same.

Mr. LIVINGSTON. Has the organization of the National Guard anything to do with the expenses of the Department?

Mr. SCOFIELD. Yes, sir; that is, there is a good deal of work placed upon the Department by the militia.

Mr. BINGHAM. Do you have a bureau for that work?

Mr. SCOFIELD. No, sir; but there is a division for it.

Mr. GILLET. How many clerks does it occupy?

Mr. SCOFIELD. The plan is that two or three clerks ought to be able to do the work; they are asking for more.

Mr. GILLET. Does it take the time of two or three clerks?

Mr. SCOFIELD. Yes, sir; I think it takes nearly all of their time.

Mr. BINGHAM. The Insular Bureau got an additional appropriation through deficiency. What was that for; clerical force?

Mr. SCOFIELD. They got two deficiency appropriations. One was for \$30,000 and one was for about \$11,000. The first one, the \$30,000 appropriation, was obtained for the express purpose of finishing a compilation showing the entire financial transactions of the military government of Cuba during the period of military occupation. They had already begun that work and brought it down to a certain date. The \$30,000 appropriation was for the purpose of bringing it down from that date to the end of the military occupation, May 20, 1902.

Mr. BINGHAM. And that meant clerical force?

Mr. SCOFIELD. Yes, sir; it included everything, and also to furnish the same sort of thing for the Philippines.

Mr. BINGHAM. What was the second appropriation?

Mr. SCOFIELD. \$11,000 for the purpose of classifying, arranging, and storing the civil records of the military government of Cuba, and answering inquiries for information from these records, and for the necessary clerical and messenger assistance for that purpose.

Mr. BINGHAM. That means rental?

Mr. SCOFIELD. Yes, sir; and for arranging and filing the papers and keeping them in condition where they could answer inquiries which come from day to day in regard to them.

Mr. BINGHAM. In connection with the Insular Bureau, what have you taken up in this bill for its continuance?

Mr. SCOFIELD. \$84,720.

BINGHAM. That is for the whole Bureau?

Mr. SCOFIELD. Yes, sir.

Mr. BINGHAM. What was the amount for the current year?

Mr. SCOFIELD. \$72,760.

Mr. BINGHAM. That is an increase of \$12,000?

Mr. SCOFIELD. \$11,980.

Mr. BINGHAM. Is that work that was appropriated for under the deficiency completed?

Mr. SCOFIELD. It is an apparent increase, but not a real increase, for the reason that the Bureau itself had \$72,760 for its clerical force, and, in addition to that, had two appropriations that were available

until expended—one of \$30,000 and the other \$11,280. Out of these appropriations, \$30,000 and \$11,280, a total of \$41,280, they used a certain amount for clerical expenses. They have used about the same amount that they are now using for clerical expenses out of these two appropriations.

Mr. LITTAUER. That special work is practically finished?

Mr. SCOFIELD. No, sir; it is going on. That is what they are doing now.

Mr. LITTAUER. How much more work is there to do?

Mr. SCOFIELD. I would rather have you ask the Chief of the Insular Bureau about that.

Mr. LITTAUER. The Insular Bureau has never been placed under regular appropriations for its subordinate force?

Mr. SCOFIELD. No, sir.

Mr. BINGHAM. Are all those clerks in the Insular Bureau at this day on what we call the temporary roll—the roll for the Spanish war?

Mr. SCOFIELD. I think so. They have had three or four of the regular permanent force, but the Insular Bureau has all been paid for practically out of the appropriation for temporary force.

Mr. BINGHAM. You said that the present appropriation was \$72,000?

Mr. SCOFIELD. The Insular Bureau was organized at \$72,760. They were proceeding on that basis when there came a sudden necessity for additional force to complete some work begun by the Insular Bureau some time before. There was talk in the Senate indicating a desire for this information at an early date, and thereupon an item for \$30,000 was inserted in the deficiency bill then before the Senate, and it was said to be for the purpose of completing to date a statement of the expenses in Cuba, and also in making a similar statement with reference to the Philippines. Subsequently it became necessary to provide a place for the records of our administration in Cuba, and \$11,280 was asked for in another deficiency appropriation for the purpose of storing these records, classifying them, and arranging them, and to pay the necessary clerical and messenger service incident to answering inquiries that were made from time to time for information from these records. That work is going on all the time. That rent is going on.

Mr. GILLET. That ought not to be a permanent work?

Mr. SCOFIELD. But the inquiries will be made for an indefinite period and the information will have to be furnished more or less all the time.

Mr. GILLET. Why?

Mr. SCOFIELD. On account of the inquiries from a variety of sources as to the transactions that occurred in Cuba. Somebody will write here that he wants such and such information, and the courts of Cuba may demand it, and it is to have that information prepared in proper form and to write the necessary letters of transmittal that some of this money will be needed.

Mr. LITTAUER. As I understand it, you have been having for some years \$72,760 out of the lump sum appropriated for temporary employees. That has gone to the employees of this Department. In addition to that, in 1902 you had \$30,000 especially appropriated for a tabulation, or at least the placing of the Insular receipts and expenditures in proper state. The next year \$11,000 additional was given to care for the civil records. Part of that was spent in each one of the two years past, and next year your estimate is for \$84,720?

Mr. SCOFIELD. That is it precisely.

Mr. LITTAUER. This \$84,720 represents a permanent force specifically estimated for?

Mr. SCOFIELD. Yes, sir; which they want in the appropriation this year. Before they had \$72,000 out of the \$600,000 appropriation and they had a part of the \$30,000 appropriation, and a part of the \$11,280 appropriation, for clerical work. The other part was used for the rent of buildings and other things, but we are asking for this rent for the next fiscal year out of the legislative appropriation.

Mr. LITTAUER. This force now includes a great many of the force of temporary clerks and the estimate is to place them in the permanent organization?

Mr. SCOFIELD. Yes, sir.

Mr. LITTAUER. Are you in a position to state whether or not, when the work is in shape, these clerks will be required year after year?

Mr. SCOFIELD. Are you asking with reference to the Insular Bureau?

Mr. LITTAUER. Yes, sir.

Mr. SCOFIELD. Undoubtedly. I do not think that any material decrease in the expenditures for this purpose is possible.

Mr. LITTAUER. Do you know whether during the past year there have been any promotions in the force?

Mr. SCOFIELD. Yes, sir; there have been constant promotions as vacancies have occurred.

Mr. GILLET. In reference to the Insular Bureau, do they get out work like the Philippines Gazetteer; did they get that publication out?

Mr. SCOFIELD. Yes, sir.

Mr. GILLET. They do a great deal of semiliterary work?

Mr. SCOFIELD. The Insular Bureau has done a great deal of very important work disseminating information.

Mr. GILLET. That sort of information is not permanent?

Mr. SCOFIELD. If we retain the Philippines the desire for information is likely to grow.

Mr. GILLET. But that is really not a part of the work of the Bureau?

Mr. SCOFIELD. This matter is entirely under the Secretary, and that is a matter which the Secretary is responsible for. It is not the ordinary function of a bureau to disseminate information like that, but this is a Bureau that grew up out of the circumstances. It began with a couple of file boxes on my desk, and it finally became a division; was established formally as a division, and it grew from that until it got legislative sanction as a Bureau.

Mr. BINGHAM. Was the Keim History of the Philippines written as an individual act of the author or by order of the Bureau?

Mr. SCOFIELD. I do not know. I think you must mean the Gazetteer. The Gazetteer was prepared under the direction of Colonel Edwards, chief of the Insular Bureau. Mr. Keim was working on it with others.

Mr. BINGHAM. Now, with reference to Mr. Littauer's question as to the absorption into your estimates of that permanent force of \$541,000, which is, I believe, subordinate force now carried under what is called the military roll—the Spanish-American roll—you have asked for them all to go into your permanent establishment. Why do you ask for that, and wherein has come the increase of work that has required this vast body of men? Independent of this temporary force, as we will call it, what number of subordinate force have you in the War Department?

Mr. SCOFIELD. In the neighborhood of 1,100.

Mr. BINGHAM. That is without the temporary force?

Mr. SCOFIELD. Yes, sir.

Mr. LITTAUER. How many are there in the temporary force?

Mr. SCOFIELD. A little over 500.

Mr. GILLET. About half and half?

Mr. SCOFIELD. About one-third and two-thirds, in round numbers. We have a little less than 1,700 employees.

Mr. BINGHAM. You say that all these bureaus asked for increases?

Mr. SCOFIELD. Yes, sir; all but two of the bureaus.

Mr. LITTAUER. The estimates are practically the same?

Mr. SCOFIELD. Yes, sir.

Mr. LITTAUER. In your permanent force promotions and increases in salaries have to be submitted. Your temporary force appropriation comes to you in a lump sum and is divided, as I understand it, arbitrarily by the Secretary of War to the various bureaus?

Mr. SCOFIELD. Precisely.

Mr. LITTAUER. Now, the force is under the civil service?

Mr. SCOFIELD. Yes, sir.

Mr. LITTAUER. I take it for granted that there are a good many clerks dropping out and others coming in. Who decides how many of this class or that class shall be taken up under the allotment—the Secretary of War or the chiefs of bureaus?

Mr. SCOFIELD. That matter was fixed when the maximum was reached.

Mr. LITTAUER. Fixed by whom and in what way?

Mr. SCOFIELD. Fixed in various ways. That is pretty difficult to explain. Very frequently it was fixed by a member of Congress or some influential man coming down to the Department and saying: "I want to get So-and-so appointed; he is a very desirable and competent person. I would like to have him appointed at as high a salary as possible."

Mr. LITTAUER. They asked for the appointment; who fixed the salary?

Mr. SCOFIELD. The Assistant Secretary. The person was put in at such grade and assigned to this or that bureau. You know we have efficiency reports.

Mr. GILLET. Is that true of last year?

Mr. SCOFIELD. I started to say that we have efficiency reports every six months, and at first we attempted to keep the efficiency reports of the temporary force separate from the regular force, which had had efficiency reports for years—since President Harrison's time. We established a corresponding efficiency system for the temporary force. Since the legislation of April 28, 1902, when the temporary force was given a classified status, we have amalgamated the two forces in the efficiency report, and we treat them in every respect as one force.

Mr. LITTAUER. Suppose you have a \$1,200 clerk on the permanent force and there is a vacancy in a \$1,400 clerkship on the temporary force?

Mr. SCOFIELD. We promote him if he is at the head of the efficiency list.

Mr. LITTAUER. You promote him from the permanent force to the temporary force?

Mr. SCOFIELD. Yes, sir. We would take the next man on the list whether he was on the regular or temporary force.

Mr. BINGHAM. In other words, as a matter of fact, you are consolidating your whole force as one permanent force?

Mr. SCOFIELD. Precisely.

Mr. BINGHAM. There is no difference between them?

Mr. SCOFIELD. No, sir; absolutely none. The only way it affects the Department unfavorably is that everybody who is borne on the roll as a temporary clerk, just because of the name, feels uneasy; and if he can get a transfer to some other department where he is on the regular roll, or if a vacancy occurs in our Department on the regular roll he wants to get on the so-called regular roll. It is sentiment; nothing else so far as we are concerned.

Mr. LITTAUER. Is the number of clerks specifically stated on the temporary force? In other words, if the Quartermaster-General has ten clerks of class 3 this year, must he have the same number on the temporary force next year, or can he change about?

Mr. SCOFIELD. No one has asked for such a change.

Mr. LITTAUER. In other words, is it not within the province of the Department to arbitrarily declare how many of each class of clerks the bureaus shall have?

Mr. SCOFIELD. Of course we could do that.

Mr. LITTAUER. You can make as many promotions as your allotment will permit?

Mr. SCOFIELD. Yes, sir.

Mr. LITTAUER. Consequently, in that way Congress has no direct limitation over the temporary subordinate force in your Department?

Mr. SCOFIELD. Precisely. You have given us \$541,000 for a temporary force, and the Secretary could divide that \$541,000, in my opinion, between a hundred clerks or five hundred.

Mr. LITTAUER. And change them from year to year, making as many promotions as he pleases?

Mr. SCOFIELD. Yes, sir. When we reached the height of the force there were so many clerks of a certain grade in this bureau, and so many clerks in this, and so many in the other. The Secretary's policy has been to reduce them all along the line and to keep on reducing the force.

Mr. BINGHAM. And the salaries?

Mr. SCOFIELD. You gave us \$600,000 for the temporary force. If we had appointed this temporary force at the grades which you gave us in the regular force it would not have sufficed for one-half of the work; we would have required twice that amount; we would have had to have over a million dollars to do it. The lowest grade we had then or now in the regular force is \$1,000. We put those temporary clerks in at \$900, \$840, \$720, \$600, and a few, I think, at \$540; all of them doing clerical work.

Mr. BINGHAM. That was at the commencement of this work?

Mr. SCOFIELD. Yes, sir. You know, some of these salaries are not living salaries. We did it for several purposes. Perhaps it is enough to say that it served one purpose. It enabled us to find out what the different people were worth before they began to draw larger salaries, and consequently when we could dispense with them—when they got out of the service, when any casualty happened to separate them from the service—instead of turning that money into the Treasury we consulted our efficiency system and we saw that there were plenty of deserving people who were only getting \$600 and \$720 that ought to

get more, and we increased their salaries. That is why to-day there is very little reduction from the \$600,000.

Mr. GILLETT. Then, there is a reduction during the current year, probably, in number but at increase in salary?

Mr. SCOFIELD. That is hardly true. That course was followed early. It has not been done lately because we are on a more stable basis.

Mr. GILLETT. Have you any idea of the relative number of clerks in the different grades on the permanent force and on the temporary force?

Mr. SCOFIELD. I do not know.

Mr. LITTAUER. Could you tell us the promotions that have been made on the temporary force during the past year?

Mr. SCOFIELD. I could give you that very readily. We treat them precisely on merit, one the same as the other, and make no difference or distinction between them.

Mr. GILLETT. I wish you would furnish that information?

Mr. SCOFIELD. I will.

Mr. BINGHAM. But that which I do not understand—I do not know how it is with my associates—is a general proposition why there can be a reduction of nearly one-third in your sum total force within the past six years, and with the Army now reduced, you should require and claim the necessity of that addition to the whole force?

Mr. SCOFIELD. I think I can make it clear to you. The fact is that the work of the Department, as a whole, is not very materially less than it has been.

Mr. GILLETT. Of course you do not mean the work is not less than it was during the war?

Mr. SCOFIELD. It is considerably less than it was during the Spanish-American war, but the work of the Department, as a whole, is not very materially less than it has been for the last four or five years. The Spanish-American war was very brief, and there was a great rush while we were organizing the Army, which made a great bustle and a great deal of work. It left an aftermath that had to be cleared up. Then followed the Philippine insurrection and the work incident to that. Besides, we now have a general staff and the reorganization of the Army, all of which is in the formative period. All those things cause a great deal of work. After they are once systematized the work will probably fall off. In addition to that we have in the Quartermaster-General's department more work than ever before, because we have a larger Regular Army and are bringing troops home from the Philippines and building barracks and quarters for them in the United States.

Mr. LIVINGSTON. In other words, you had 12 divisions, and now you have by law 13 divisions.

Mr. SCOFIELD. And in the quartermaster's department, in addition to the immense amount of construction work, more than ever before, there is the very efficient transport service; and there have been radical changes in the clothing system which have made a great deal of extra work. The subsistence department has about as much work as ever, because they are feeding the troops, and you can buy a hundred barrels of flour just as easily as you can buy ten barrels.

Mr. LITTAUER. What was the cause for this great increase at the time of the war?

Mr. SCOFIELD. You have to have the same amount of paper work in buying ten as a hundred.

Mr. GILLETT. You do not mean to say that it takes as many clerks to provide for ten as to provide for a hundred?

Mr. SCOFIELD. No, sir; but I was trying to show that when you have an army of 60,000 scattered throughout the United States—in the Philippines, in Cuba, in Porto Rico, and Hawaii—it takes a good deal more force to handle them than when they were scattered in the United States.

Mr. LITTAUER. That seems to apply to all the bureaus except the Record and Pension Office?

Mr. SCOFIELD. The engineers' work may not have been materially increased, but it will be if they begin defensive work in the insular possessions. One reason why no reduction is made is that the work is not materially less than it has been for the last four or five years. The other reason, in addition to the reason suggested by Colonel Livingston why there is not any greater apparent reduction, is the fact that \$600,000 did not represent the labor that was done at that time—that is, it did not represent it at a fair salary. It represented the labor that was done on a very small basis of compensation. Now we are employing those people practically on the same basis as the permanent force. If you want us to pay to the clerks with four or five years' experience behind them the same small salaries as at first, much smaller than the regular force has received at any time, we could cut the appropriation nearly in two.

Mr. BINGHAM. What is the lowest figure?

Mr. SCOFIELD. I can not tell you exactly. We paid laborer's pay to a great many people doing clerical work.

Mr. GILLETT. How long did that last?

Mr. SCOFIELD. It has lasted in some instances up to date.

Mr. GILLETT. To any great extent?

Mr. SCOFIELD. We are trying as fast as we can to improve the condition.

Mr. LITTAUER. Notwithstanding those low salaries there was a great rush to get into the force?

Mr. SCOFIELD. Yes, sir.

Mr. LITTAUER. And the people were very anxious to receive those horribly low salaries?

Mr. SCOFIELD. Yes, sir; they would come in at any salary. We would take them at \$540 and in a year and a half or two years, in cases where they developed into good clerks, they would say, "Can not you give me a little more salary? The messenger in our office gets \$840 and I am doing clerical work at \$540."

Mr. GILLETT. There were very few at \$540?

Mr. SCOFIELD. Yes, sir; and at present we have eliminated that grade. We have them on the \$720 basis. We have quite a number of clerks at \$720, \$840, and \$900.

Mr. BINGHAM. In other words, you have taken that force which came in at very low salaries, amalgamated them with your regular force, and given them almost corresponding compensation?

Mr. SCOFIELD. That is a very fair statement, but we have not given them the highest salaries except in a few instances. We have not given them \$1,600 or \$1,800 to any considerable extent. Some of them are receiving \$1,400, and some \$1,200, and some \$1,000, which is

the lowest grade in the regular service; and then there are some at \$900, and some at \$840, and some at \$720.

Mr. LIVINGSTON. I would like to ask you whether these temporary clerks have become efficient and how they compare with the regular clerks?

Mr. SCOFIELD. We have some temporary who are just as efficient the regular clerks.

Mr. LITTAUER. Has there been much if any change during the employment of this large temporary force in the system of doing the work in the Department?

Mr. SCOFIELD. I can not say that there has.

Mr. LITTAUER. We have an example before us in the estimate this year of the transfer of 75 clerks from the Adjutant-General's office and the Surgeon-General's office to the Record and Pension Bureau.

Mr. SCOFIELD. Practically \$82,000 worth of clerks transferred.

Mr. LITTAUER. And then the estimate for the coming year to leave out 27, or one-third of that force?

Mr. SCOFIELD. And reduce the appropriation about \$25,000.

Mr. LITTAUER. That is a very striking example; how can that take place?

Mr. SCOFIELD. That can take place by the good business methods put into effect by a very able executive officer.

Mr. LITTAUER. That would inferentially mean that there ought to be able executive officers in the other departments?

Mr. SCOFIELD. The Secretary did this only after long thought, and against some little opposition on the part of the bureaus affected.

Mr. LITTAUER. And for what purpose did he do it?

Mr. SCOFIELD. Because he thought that it was good business administration; that it would result in a reduction of expenses and promote the efficiency and business methods of the Department.

Mr. LITTAUER. And with those facts before us you have, nevertheless, come here and estimated for the absorption of this entire temporary force into the regular force for the coming year? I notice the estimates of the Inspector-General's Bureau are also less than they were a year ago.

Mr. SCOFIELD. The Secretary of War was satisfied that there was a good opportunity to make a reduction in the clerical force of the Inspector-General's Office without impairing its efficiency.

Mr. LITTAUER. It was a change of system; that is, in the Inspector-General's bureau there was a change of system and simplifications of work that resulted in economy in the expenses of running the Department?

Mr. SCOFIELD. Yes, sir; and that was instituted by the Secretary.

Mr. BINGHAM. You see our dilemma. We continued the bulk appropriation for the current year because you gave us hope that in your recommendation you were able to cut down \$50,000 or more, and with the information that if we gave you the bulk for this year you would perhaps come in with an equally greater reduction, or more. Now send a slip, or make it out, just what your sum total of reduction is this year.

Mr. SCOFIELD. The reduction this year is practically in the neighborhood of \$32,000. It was some \$50,000 last year and \$32,000 this year.

Mr. BINGHAM. That is where you are taking in the deficiency—

Mr. SCOFIELD. It is an absolute reduction.

Mr. BINGHAM. Of clerical force?

Mr. SCOFIELD. An absolute reduction of clerical force of thirty-two thousand and odd dollars.

Mr. LITTAUER. Are there many promotions in your permanent force asked for?

Mr. SCOFIELD. There are not many, but there are increases of salary asked for in the Secretary's office. There is \$300 asked for for the clerk to the Assistant Secretary, \$300 increase to the clerk to the chief clerk, an increase of \$250 to the disbursing clerk, and there is an increase for the carpenter asked for.

Mr. BINGHAM. Is there any necessity for increasing anybody's pay?

Mr. SCOFIELD. Well, I do not know. It depends upon the point of view.

Mr. BINGHAM. This Government pays a liberal compensation.

Mr. SCOFIELD. The trouble with this Government is it pays a very liberal compensation in the lower grades, but not liberal enough in the higher. That is the cardinal vice of the Government's method. There is no question about that, Mr. Chairman.

Mr. BINGHAM. When you can get a Vice-President at \$8,000 and a United States Senator and a Member of Congress for \$5,000—

Mr. GILLETT. That illustrates it perfectly.

Mr. SCOFIELD. That simply proves what I am saying.

Mr. BINGHAM. Some lines of clerical work do not in private service reach within 33 per cent of what we pay. Is not that so, Mr. Littauer?

Mr. LITTAUER. Yes; we even illustrated that a while ago in regard to getting people at \$540 and \$720, and still you felt that they were underpaid, for the time being, in comparison among others.

Mr. SCOFIELD. You understand not all of them turned out well, but any quantity of them did.

Mr. BINGHAM. The average clerk in private employ does not get more than \$750 to \$900.

Mr. SCOFIELD. Yes; but you pay messengers \$840, and by law you fix their salary at that figure.

Mr. BINGHAM. I am not disputing that.

Mr. SCOFIELD. If you take a clerk and give him the same salary as a messenger it humiliates him and interferes with the morale of the service.

Mr. LITTAUER. The work of the Department is generally up to date?

Mr. SCOFIELD. Generally speaking, yes.

Mr. LITTAUER. Now, two or three years ago they were very much behind in almost every bureau, were they not?

Mr. SCOFIELD. I think not.

Mr. LITTAUER. It was not as current as it is now?

Mr. SCOFIELD. I rather think there is not much difference.

Mr. LITTAUER. We have had, I think, expressed to us time and again this force of clerks was needed to keep the work up and to provide for a lot of back work incident to the war with Spain and the discharge of so many soldiers.

Mr. BINGHAM. The auditor's work is not up.

Mr. SCOFIELD. That is not ours.

Mr. BINGHAM. I do not suppose your quartermaster or commissary ever is?

Mr. SCOFIELD. And can not be. In that case thirty days behind is up to date and has to be.

Mr. GILLETT. In these bureaus, during the year, do you suppose these clerks have worked overtime at all?

Mr. SCOFIELD. In some of them, not regularly. Let me tell you about that.

Mr. GILLETT. I was going to ask the general question, whether it is not a real necessity for a force not working to its full capacity that they should work overtime now and then, otherwise you can not, of course, keep your work exactly equal to the men, and if they do not work overtime now and then does it not show they are working up to the limit?

Mr. SCOFIELD. There is a law which you passed at the beginning of the Spanish-American war—you may have forgotten it—that the heads of Departments shall call for a report from their subordinates as to the conditions of work in their respective bureaus, and whenever the work is in arrears he shall cause that portion of his office where the work is in arrears to work overtime until the work is up. We get these reports every month, and wherever a bureau says to us the work is up to date except so-and-so, I prepare (just as a matter of course) a letter for the Secretary to sign, and he signs it, which says, "You having reported that such work is behind in such and such respects, your attention is invited to the following provision of law, and you are directed to keep the necessary part of your force after office hours until the work is up." Whenever that is reported they do it.

Mr. GILLETT. How often is that done?

Mr. SCOFIELD. Every month there is one or more to report.

Mr. BINGHAM. How do you return or compensate them for that overtime?

Mr. SCOFIELD. There is no compensation by law.

Mr. BINGHAM. I do not mean in dollars or cents, but do you give them any concession at all?

Mr. SCOFIELD. None at all. In my own office the clerks and the messenger habitually work overtime. They stay frequently until 6 o'clock and after.

Mr. BINGHAM. You give them no consideration of any kind?

Mr. SCOFIELD. No; except that I should not charge a few minutes tardiness against them.

Mr. BINGHAM. Of course Congress has declined to give increased compensation even in the case of working overtime done during the war. There is no necessity for us to go over these bureaus, you can give us no information and we can only reach out in one line and that is diminution on our part of increased pay. That is the only place where we can urge economy—no increases, if we can hold to that. Of course there will have to be some exceptions.

Mr. SCOFIELD. You were speaking a minute ago about the high prices the Government pays its clerks. Take the case right here, of our disbursing clerk. He gets \$2,250, and we ask \$250 additional for him. He disburses more than two and a quarter million dollars a year, and the pay of other disbursing clerks in some other Departments, that somehow are able to reach you better than we, have higher salaries for doing an equivalent or less than an equivalent work.

Mr. GILLETT. Then, why should not they come down?

Mr. SCOFIELD. I do not think, as a plain business proposition, that.

\$2,500 is too much to reimburse a man for the work and the responsibility connected with the disbursement of that vast sum of money.

Mr. BINGHAM. Contingent expenses, War Department, you ask for the same for 1905. Have you expended, or will you expend, the full allowance of that given for the current year?

Mr. SCOFIELD. I think we will.

Mr. BINGHAM. I mean relatively.

Mr. SCOFIELD. I think from my examination we will. The average annual expenditure for the ten years past has exceeded this amount.

Mr. BINGHAM. The next is stationery?

Mr. SCOFIELD. That is the same, the average expenditures have been that.

Mr. BINGHAM. Rent of buildings?

Mr. SCOFIELD. The only change in that we ask is——

Mr. BINGHAM. Bureau of Insular Affairs. Is that an independent building?

Mr. SCOFIELD. A part of it is. We ask for an increase of \$400 in one place and a decrease of \$500 in another place.

Mr. LITTAUER. Why do you increase ordnance and signal-office rent from \$2,100 to \$2,500?

Mr. SCOFIELD. And we ask for a decrease in the other, depot quartermaster's office, of \$3,000 or \$2,500. We did it for this reason: The owner of the building in which the ordnance and signal offices are located has spent a good deal of money at our instance in the last year or so in repairs and putting the building in a very much better condition. He spent some \$3,000, I think, and we have asked for it once before—\$2,500 and it was cut down to \$2,100.

Mr. GILLETT. Have you a contract for it at \$2,100.

Mr. SCOFIELD. Yes, sir; for one year.

Mr. BINGHAM. Are they all annual rentals?

Mr. SCOFIELD. All annual contracts. There was another building which we estimated some years before, I think for \$1,500, at the outbreak of the war. Several years ago, in Congress somewhere during the progress of the legislative bill, that was increased without our request to \$3,000. Now, the building for which we are asking you \$2,500 has practically the same area of floor space, and we ask——

Mr. LITTAUER. How many years have you had that at \$2,100?

Mr. SCOFIELD. We have had it one year at \$2,100.

Mr. LITTAUER. And during that year the owner made these improvements?

Mr. SCOFIELD. No; before that he made this expenditure, and we asked \$2,500 in view of the repairs he made.

Mr. LITTAUER. How much did you pay him before?

Mr. SCOFIELD. One thousand eight hundred dollars, and Congress made it \$2,100, and he has come to us time and time again and we have felt that it was not an unreasonable rent, and in order to give him that we cut down the other place, which had been increased without our request, which has been doubled from \$1,500 to \$3,000, we cut that down to \$2,500, the same rent we are asking for this one.

Mr. BINGHAM. The medical dispensary remains the same?

Mr. SCOFIELD. Yes.

Mr. BINGHAM. "Ordnance and signal offices, \$2,100;" you increase that \$400. That this is the same building and for the reasons you have just given?

Mr. SCOFIELD. Yes, sir.

Mr. BINGHAM. "Depot quartermaster, \$3,000;" there is a reduction of \$500.

Mr. SCOFIELD. When the Spanish-American war broke out everybody wanted to rent their buildings, and the owners rented that building to us then at \$1,500.

Mr. BINGHAM. What is that?

Mr. SCOFIELD. Grant's old headquarters, Seventeenth and F streets. They rented it probably with the idea that if they once got us in they could get an increase to what it was worth.

Mr. LITTAUER. When did they get the double increase?

Mr. SCOFIELD. Previous to 1902.

Mr. BINGHAM. "War Department, \$7,200;" what building is that?

Mr. SCOFIELD. That is the Lemon Building; that is an annual lease.

Mr. GILLETT. Who owns that building?

Mr. SCOFIELD. It is owned by the George E. Lemon estate.

Mr. GILLETT. I mean the one the rent of which was raised.

Mr. SCOFIELD. I do not know who owns that.

Mr. BINGHAM. "Record and Pension Office, \$2,300; Bureau of Insular Affairs, \$1,200," increased to \$3,300. Is not that under contract?

Mr. SCOFIELD. Yes, sir.

Mr. BINGHAM. For one year?

Mr. SCOFIELD. These rents are now being paid out of the \$30,000 and the \$11,000, those two deficiency appropriations which expire June 30, 1903; and this sum of money for rent (\$3,300) and the sum of money heretofore mentioned for clerks (), making about \$15,000, represents the portion of the \$41,000 that the Department considers necessary to continue, and therefore we are including them this year, for the first time, in our estimates for the legislative bill.

Mr. BINGHAM. Postage stamps continue the same? Have you anything else to say to us?

Mr. SCOFIELD. Nothing but to express my thanks.

TUESDAY, *December 15, 1903.*

INTERIOR DEPARTMENT.

OFFICE OF THE SECRETARY OF THE INTERIOR.

STATEMENT OF MR. THOMAS RYAN, FIRST ASSISTANT SECRETARY.

Mr. BINGHAM. Will you take up the whole Department?

Mr. RYAN. Yes, sir; all that there is in this bill.

Mr. BINGHAM. The salary of the Assistant Secretary is raised from \$4,000 to \$5,000?

Mr. RYAN. I can not add anything to the note in the Book of Estimates. You will notice what is said by the Secretary in the note. He is a very competent gentleman.

Mr. GILLETT. Who is he?

Mr. RYAN. Mr. Miller, from Indiana.

Mr. BINGHAM. How long has he been there?

Mr. RYAN. Since last May, I think.

Mr. BINGHAM. This is rather early to ask for an increase.

Mr. RYAN. The "early bird gets the worm."

Mr. BINGHAM. We can take that up on the general principle.

Mr. RYAN. I think the increases, some of them, run right along. Here, for instance, is a clerk in charge of documents. There is an increase asked for him.

Mr. BINGHAM. You want to increase him \$400?

Mr. RYAN. He is really the head of a division. We have asked to have all the heads of the divisions increased to \$2,500.

Mr. LITTAUER. What do you base your request on?

Mr. RYAN. On the fact that the duties performed by the chiefs of division in the Interior Department are as important as those performed in any other Department of the Government, and in some respects more. In the other Departments they are getting from \$2,500 to \$3,000.

Mr. LITTAUER. But their work is not any more than the normal increase, the same as in the other Departments.

Mr. RYAN. No; there is an extraordinary increase.

Mr. LITTAUER. For instance?

Mr. RYAN. We have had added to our Department the Forestry Bureau; we have had added to it the Indian Territory service; we have had added to it the Reclamation service, by recent act of Congress. I presume that the work in the Interior Department has increased at least 33½ per cent in the last seven years. That is a conservative increase. This has been up before, General, and you will remember it, and, perhaps, some other members of the committee will also remember it.

Mr. BINGHAM. But when you come to increase the compensation of a man from \$400 to \$500, that is a 25 per cent increase.

Mr. RYAN. Let me call your attention to the fact that we are only promoting one man \$400 and the others only \$250 each, bringing them all up to \$2,500.

Mr. BINGHAM. How many clerks do you ask for in that item of increase?

Mr. RYAN. We have only asked for two—two clerks in the Interior Department—that is, in the Secretary's office.

Mr. BINGHAM. You only ask for two additional clerks?

Mr. RYAN. Yes, sir; two copyists.

Mr. BINGHAM. The others are increases of salaries?

Mr. RYAN. Two are increases.

Mr. BINGHAM. You ask for two new clerks?

Mr. RYAN. Yes, sir; two new copyists at \$900 each.

Mr. GILLET. You mean in the Secretary's own office?

Mr. RYAN. Yes; in the Secretary's office. The Secretary's office consists of all the divisions I am speaking about. We only ask for two copyists. You will find a change there of an increase in class 3, I think, of one, and a decrease of one in class 2. The object of that is simply to give a very excellent clerk a little more pay. That is all there is about it.

Mr. BINGHAM. Now, you come to page 184 and you increase the salary of the engineer from \$1,400 to \$1,800?

Mr. RYAN. Yes, sir. We recently established a very large lighting and steam-heating plant in the building—an electric plant—and the

engineer we have is a very competent man. He is really an excellent electrician and we are only paying him \$1,400. It is considerably less than the man could get in private business and we can not retain him unless he gets more pay. He was offered \$1,800 to go to Chicago.

Mr. BINGHAM. Why did he not take that position?

Mr. RYAN. We did not want him to go and urged him to stay and told him that we would ask Congress to increase his pay.

Mr. BINGHAM. You ask for the increase of pay for three watchmen acting as lieutenants. Seven hundred and twenty dollars is the regular watchman's pay?

Mr. RYAN. Yes, sir; \$720 is the regular pay, but Congress, and that is the law, provided an increase that brought the lieutenants up to \$840. There is a little mistake in the estimate, but what is desired is to keep the watchmen where they are, at \$720, and raise the five lieutenants from \$840 to \$900, and increase the compensation of the superintendent from \$1,000 to \$1,200.

Mr. BINGHAM. What superintendent?

Mr. RYAN. The superintendent of the watch.

Mr. LITTAUER. How many watchmen are there?

Mr. RYAN. We have about 60 watchmen.

Mr. LITTAUER. Where are they provided for outside of this paragraph?

Mr. RYAN. The building which we occupy, as the Interior Department proper, the building occupied by the Bureau of Education, and the twin building across the street, occupied by the Land Office.

Mr. LITTAUER. I do not see where the 60 watchmen are provided for. I only see 20 in the paragraph before us.

Mr. RYAN. Just before that paragraph you will find 40 watchmen. That grows out of the fact that heretofore they have been provided for separately. The superintendent of the watch in the Treasury Department gets \$1,400 and the lieutenants there get \$900 each. In the Congressional Library the captain of the watch gets \$1,400.

Mr. BINGHAM. Now you are quoting from other departments. The moment we would give you this increase some other Department informs us, "You gave the Interior Department so and so," and that is the way the encroachment is made. The paragraph "For a clerk of class 4 to act as census clerk, etc.," goes out?

Mr. COURTS. That item belongs to the Department of Commerce and Labor.

Mr. BINGHAM. The next item is "Office of Assistant Attorney-General?"

Mr. RYAN. There is no change there.

Mr. BINGHAM. The next item is "General Land Office?"

Mr. RYAN. The Assistant Commissioner of the General Land Office is here and he can better explain the increases asked for, being more familiar with them, than I can. Just before you get to that item, will you allow me to call your attention for a moment to the item for the library. I do not know whether that appeared in the last law. The part, following the words one thousand dollars, "of which sum \$250 may be used for the Civil Service Commission," was dropped out. Unless you add that clause we can not use any of that money for the Civil Service Commission.

Mr. LITTAUER. I believe that on Saturday we heard the Civil Service Commission on an estimate of \$500 in lieu of that item.

Mr. RYAN. I did not know that.

Mr. GILLETT. Is the Civil Service Commission in any way under your Department?

Mr. RYAN. Yes, sir. It ought not to be, but it is.

Mr. BINGHAM. What is that?

Mr. RYAN. I was asked the question, whether the Civil Service Commission was attached to the Interior Department and I answered "yes."

Mr. BINGHAM. In what way?

Mr. RYAN. By law. There are a great many things that we do in connection with it. For instance, we supply them with stationery and sometimes we assist them in the way of detailing clerks.

Mr. BINGHAM. They have that right under the general paragraph?

Mr. RYAN. Not to detail to another Department.

Mr. BINGHAM. The Civil Service Commission has the right to ask for a detail from any Department of the Government?

Mr. RYAN. We never detail. We transfer sometimes from one Department to another.

Mr. BINGHAM. A year ago we gave the Civil Service Commission, in lieu of the detailed clerks, almost the full number of the detailed clerks, in order that they might let the detailed clerks go back to their Departments and to put the Civil Service Commission on its own basis and its own selection of clerks. They claimed that the clerks sent to them were of an inferior character, and that if we would give them the body of clerks necessary they would give us better work, and we did that.

Mr. RYAN. That is all right, but we supply them with stationery, etc.

Mr. GILLETT. I simply asked if the Civil Service Commission was a branch of his Department.

Mr. RYAN. As to the matter of detail, the Departments do not detail clerks from one to another. They sometimes transfer by request. For instance, the head of a Department wants a clerk in our Department for a special purpose. He would request the Secretary of the Interior to transfer that clerk, and that clerk is transferred through the Civil Service Commission.

Mr. BINGHAM. I understand, but I want to say that the organic act of the Civil Service Commission gives them the right to ask for details.

Mr. RYAN. It might be law, but it is not the practice.

Mr. LITTAUER. I think there is a special provision of law permitting clerks to be detailed.

Mr. RYAN. They can be detailed within a department, from one bureau to another.

Mr. LITTAUER. We are asking regarding the particular status of the Civil Service Commission.

Mr. RYAN. If there is a transfer from one department to the other, it is made through the Civil Service Commission.

SECRET-SERVICE FUND, INTERIOR DEPARTMENT.

There is an appropriation of \$10,000 which the Secretary desires estimated for; that is entirely new.

Mr. BINGHAM. What is it for?

Mr. RYAN. A secret-service fund. He has found, in the course of his examination, that it is almost a necessity in the service to have some available fund for that purpose.

Mr. BINGHAM. Special agents, etc.?

Mr. RYAN. No; they do not answer the question at all. An inspector or agent is an official pretty well known. What the Secretary wants is a secret service.

Mr. LITTAUER. In connection with what branch of the work?

Mr. RYAN. In connection with the land questions, Indian matters, and other things, and sometimes right in the Department, where you have to have a secret service man, you can not use anybody who is known to the service, and there is available no fund for that purpose. The Secretary asked me to say to the committee that he particularly feels a great deal of interest in that appropriation.

GENERAL LAND OFFICE.

STATEMENT OF MR. J. H. FIMPLE, ASSISTANT COMMISSIONER.

Mr. BINGHAM. On page 187 of this bill there appears this item, "Two examiners of mineral claims and contests, \$2,000 each." Have you any such distinctive officers doing that work?

Mr. FIMPLE. We have in the whole office ten principal examiners of land claims and contests. They get \$2,000 a year. The work of the mineral division is done not by those principal examiners. I think we have one in the division. The work is done by a high class of clerks, who are taken on for that class of work, but are not designated as principal examiners.

Mr. BINGHAM. You have but one?

Mr. FIMPLE. We have one examiner, designated as principal examiner.

Mr. BINGHAM. He is carried under the statute?

Mr. FIMPLE. Yes, sir. The work of the division is done by some clerks at \$1,800, some at \$1,600, and some at \$1,400. We need two high-class men in that class of work—the issuance of patents and the consideration of final proof. The mineral claimants can not develop their claims, especially lode, without a large expenditure of money, and it is desirable to get them through within a reasonable time.

Mr. BINGHAM. What is the purpose, to promote the men you now have?

Mr. FIMPLE. Instead of bringing in the new men at \$2,000 we would probably give the men of experience the \$2,000 positions and bring the new men in at lower grades.

Mr. BINGHAM. Then it is, in fact, an increase of two men?

Mr. FIMPLE. Yes, sir. They are men generally designated as principal examiners of land claims and contests. The original purpose of the act of Congress was that they should take care of the class of work known as "Contests."

Mr. BINGHAM. What compensation do they receive?

Mr. FIMPLE. Two thousand dollars each.

Mr. LITTAUER. Is their work up to date?

Mr. FIMPLE. No, sir. Their work is eight months behind in the regular ordinary agricultural contests. We are trying to get all this work up to date. The necessity of these additional clerks that we have asked for—two mineral examiners, four clerks at \$1,800, four clerks at \$1,600, four clerks at \$1,400, and four clerks at \$1,200—are all to go

into the general work of the Bureau. They are needed more especially in the mineral division, in the special service division, and in what is known as the public lands division. The reason for it is the great increase in the work and volume of the business.

Mr. BINGHAM. In what division, public lands more especially?

Mr. FIMPLE. Yes, sir.

Mr. BINGHAM. That is the result of irrigation?

Mr. FIMPLE. The result of increased entries. There were 11,000 more entries last year than ever before.

Mr. BINGHAM. What is the average number of entries?

Mr. FIMPLE. Last year there were something over 209,000. That was 11,000 more last year than the year preceding, and involved an acreage of over 3,000,000. The total money received from the disposal of public lands was an increase of over \$4,000,000, due to the desire to get the remaining public land and the increased activity.

Mr. BINGHAM. What was the full amount derived from the public lands?

Mr. FIMPLE. Something over \$11,000,000. That was an increase of over \$4,000,000. It is certainly very desirable that we ought to be able to give a man his patent within a reasonable time.

Mr. BINGHAM. What do you call a reasonable time?

Mr. FIMPLE. Say, within sixty days.

Mr. BINGHAM. How long does it now take?

Mr. FIMPLE. On the ordinary agricultural proof we can not get the patent to the man in short of one year.

Mr. BINGHAM. Then, you are not up with your work?

Mr. FIMPLE. No, sir; and that is the reason we are asking for this additional force. My purpose is to distribute that force in the special service division and the mineral division. This condition is brought about by the increased volume of business and from the present activity, and it looks as though that increase was going to be maintained for a long while.

Mr. BINGHAM. It will be maintained if irrigation goes on?

Mr. FIMPLE. We are keeping the people at the office under the lash and spur, trying to get the work of the office up to current date, but we simply can not do it.

Mr. BINGHAM. How many employees have you in the General Land Office?

Mr. FIMPLE. Something like 372 clerks.

Mr. GILLETT. I understand that you ask for 16 additional clerks, 4 of each class?

Mr. FIMPLE. Yes, sir.

Mr. GILLETT. That means promotions to all but the lowest?

Mr. FIMPLE. That depends on the character of the men.

Mr. GILLETT. You will promote some of the men you have in the office now?

Mr. FIMPLE. Yes, sir.

Mr. GILLETT. You would get just as much new force if we gave you 16 new clerks of class 1?

Mr. FIMPLE. Then there would not be any promotions.

Mr. GILLETT. You would get just as much assistance?

Mr. FIMPLE. What we want to try to do is to get men of some legal training, because, as a rule, they make a better class of clerks. Last spring we secured 12 young lawyers from the civil-service roll—

men who had passed the law clerk's examination. Those fellows came in at \$900, I think. Most of them were brought in at \$900. They are not going to stay with us very long unless we can give them some hope of a promotion, because they can make more outside, and we can not expect to keep them there and train them so that they will be of real service in the office, unless we can give them the hope of promotion within a reasonable time.

Mr. GILLETT. You have already promoted some of them?

Mr. FIMPLE. Probably two of those lawyers who came in last spring have been promoted, not higher than \$1,000, probably \$1,200.

Mr. GILLETT. Have you not, naturally, a lot of incompetent men in your office?

Mr. FIMPLE. I can not say. We have a large force.

Mr. GILLETT. How many incompetents have you in your force?

Mr. FIMPLE. There are some who are more or less incompetent. There are some men who, by reason of age, probably are not as valuable as they ought to be, and yet we can not very well turn them out.

Mr. GILLETT. You could reduce them and put the young lawyers in their places.

Mr. FIMPLE. We tried to do that. Mr. Richards is disposed to try to make the promotions on merit. We can not always do exact justice because we have to rely, in a measure, upon the chief of the division under whom they work, and so we can not have exact knowledge as to details.

Mr. TAYLOR. What is the number of your official force?

Mr. FIMPLE. Three hundred and seventy-two.

Mr. TAYLOR. How many have you that are incompetent by reason of age or other incompetence?

Mr. FIMPLE. To say they are wholly incompetent is difficult to answer.

Mr. TAYLOR. How many have you—what percentage?

Mr. FIMPLE. What I would state would be only approximately. I could probably pick out ten or twelve men in the office who I thought were not as competent as they ought to be, and probably others.

Mr. TAYLOR. Are they not drawing pretty high salaries?

Mr. FIMPLE. No; I do not think so. I do not think that the clerks in our office are drawing higher salaries than they ought to draw in view of the class of work they do. I refer to the incompetents.

Mr. TAYLOR. Your predecessor in office said that he had quite a large number of incompetents drawing high salaries and that it was his duty to get rid of them, and that is the reason we gave him the 12 law clerks last year.

Mr. FIMPLE. I do not know as to that. I have not made any estimate with a view to determining the percentage of men in our office that I felt incompetent. You will find a chance man, of course, who, by reason of his age, is probably not able to do very efficient work, but, at the same time, it is a very hard proposition to discharge a man who has spent twenty-five or thirty years in the office.

Mr. TAYLOR. I understand that proposition, but I wanted to know if you could give us the percentage of incompetent clerks?

Mr. FIMPLE. I can not give you a very definite statement which would be valuable, because I have not made any estimate. I know the disposition of the Commissioner, and of course the question rests with him. I know his plan is to reduce men when he sees that they are

drawing higher salaries than the work justifies and give more salary to those justly entitled to it. In carrying out that proposition, we have relied somewhat on the heads of the different divisions under whom the people work, and we may not always get accurate information. We are not bound by the recommendation of the chief—I do not mean that is conclusive—but we take that into consideration with whatever information we may have. I think the Commissioner has probably reduced fifteen clerks since last spring.

UNITED STATES MAPS.

Mr. BINGHAM. In connection with the United States maps and the 1,000 copies which shall be delivered to, and for the use of, the Commissioner of the General Land Office, do you not call on the Secretary if you need further maps?

Mr. FIMPLE. Our supply is completely exhausted of the present map.

Mr. BINGHAM. The Secretary's supply?

Mr. FIMPLE. No, sir; our supply, and whenever anybody asks for a map from the General Land Office, Congressmen or Senators or anybody, we are unable to supply the demand.

Mr. BINGHAM. Senators and Congressmen have their own quotas.

Mr. FIMPLE. But we are daily asked to comply with requests where their quotas have been exhausted and we are compelled now to refer them to the Secretary's Office.

Mr. BINGHAM. Where they can purchase a map?

Mr. FIMPLE. I do not know about that.

Mr. BINGHAM. Have you any idea of the number of maps the Commissioner of the General Land Office receives under the distribution?

Mr. FIMPLE. No; I can not tell you what we have received in the past, but under the present arrangement we are to receive 1,000 maps, as I understand it.

Mr. BINGHAM. The paragraph reads, "That of the United States maps procured hereunder, seven thousand two hundred copies shall be delivered to the Senate and fourteen thousand four hundred copies shall be delivered to the House of Representatives, and the residue shall be delivered to the Secretary of the Interior for distribution."

Mr. FIMPLE. Yes, sir.

Mr. GILLET. And then the Department says to whom you shall give and to whom you shall sell the maps?

Mr. FIMPLE. Yes, sir; I think that is right.

Mr. BINGHAM. You do not sell the maps?

Mr. FIMPLE. No; we do not sell them, but I understand that the Secretary has some discretion about it.

Mr. GILLET. You do not have anything to do about deciding that question?

Mr. FIMPLE. No, sir. Since I have been in the office the supply has been exhausted, so I have had nothing to do with the distribution.

Mr. BINGHAM. The item "Separate State and Territorial maps prepared in the General Land Office, \$1,000," is new?

Mr. FIMPLE. That is merely a question of getting separate appropriations, as I understand it. Heretofore the appropriation has been made in a lump sum, and out of that appropriation we would provide for the preparation of these State maps.

Mr. BINGHAM. This is \$1,000 additional?

Mr. FIMPLE. Yes, sir. That is asked for to keep it separate, so that it will not be encroached upon by calls from the general appropriation. That it will be a specific appropriation for State maps that will enable us to supply four of these maps. They cost about 7 cents apiece, and we want about 3,000 of them, \$210. We are out of the State maps for the States of Washington and Michigan.

Mr. GILLETT. About what do these United States maps cost—the ones that come to Senators and Members?

Mr. FIMPLE. I do not know that I can give you that information. I will send it to the committee. (See p. —.)

Mr. BINGHAM. The next item is. "Mine inspectors."

Mr. FIMPLE. There is nothing new in that paragraph.

I do not know whether it is proper, but I would like to say that we have asked that the appropriation for this additional force be made available at once instead of making it available on the 1st of July.

Mr. BINGHAM. Are you so much behind?

Mr. FIMPLE. We are. I think it is desirable to get the work up to date as rapidly as possible, and if we could have the appropriation made available at once it would just help us that much.

Mr. BINGHAM. You make the distinct statement that in fact it takes a year to carry a claim through your Department?

Mr. FIMPLE. Yes, sir.

Mr. GILLETT. Does your force work overtime now?

Mr. FIMPLE. No, sir; nobody but the Commissioner, the Assistant Commissioner, the chief clerk, and the messengers work overtime.

DEPARTMENT OF THE INTERIOR, GENERAL LAND OFFICE,
Washington, D. C., December 15, 1903.

HON. JAMES N. HEMENWAY,
*Chairman of the Committee on Appropriations,
House of Representatives, Washington, D. C.*

SIR: Referring to our conversation relative to the cost of lithographing the General Land Office map of the United States, I have to state that two contracts are now pending. The first contract, with Messrs. Guggenheimer, Weil & Co., of Baltimore, of date October 24, 1902, provides for an edition of 43,200 copies, more or less, mounted upon cloth and without rollers, at a cost of 49½ cents per map. The second contract is with The Friedenwald Company, of Baltimore, of date June 29, 1903, and provides for an edition of 27,000 copies, more or less, of the United States map dated 1903, mounted upon cloth, without rollers, at a cost of 55 cents per map. The appropriation provides that 21,600 of the maps of 1903 shall be mounted upon rollers and delivered to the Senate and House of Representatives.

The cost of the rollers will be \$15.80 per hundred. Of the available appropriation of \$19,160 for this United States map and other maps, \$1,000, more or less, will be required to bring the copper-plate base of the map of 1902 up to date and \$520 to meet the cost of State and Territorial maps, of which two—the maps of Arizona and New Mexico—are now in the hands of the photolithographer. The cost of tacking the United States map to the rollers will be in the neighborhood of 5 cents per map, making the total net cost of the maps, mounted and ready for delivery, about 75 cents each. After the delivery of the stipulated quota to the Senate and House, there will remain about 3,500 copies for distribution and sale by the Secretary of the Interior.

Very respectfully,

J. H. FIMPLE, *Acting Commissioner.*

DEPARTMENT OF THE INTERIOR,
GENERAL LAND OFFICE,
Washington, D. C., December 8, 1903.

The SECRETARY OF THE INTERIOR.

SIR: In accordance with the provisions of section 7 of the legislative, executive, and judicial appropriation act for the fiscal year ended June 30, 1899, I have the honor

to make the following report as to the condition of the public business in the various divisions of this office for the month ended November 30, 1903:

In divisions A and L no arrearages are reported.

In division B the issuing of mineral patents is about three weeks in arrears; other patents two months. The balance of the work is practically up to date.

In division C (public lands) the examination of entries is about ten months in arrears, and the work of soldiers' additional cases about twelve months.

In division E (surveys) the work is practically up to date, except the desk examination of surveys, which is reported about three months in arrears.

In division F (railroad) the work is reported as being five months in arrears.

In division G (preemption) the work is reported in arrears as follows:

State selections, seven months;

Desert-land annual proof, three months;

Examination of final proof, six months;

Indian allotment matters, five months;

Contest cases, two months;

Private land claims, amendment of entries, etc., about four months.

In division H (contests) the docket cases are reported eight months in arrears and the unappealed cases five months.

In division K (swamp lands) no arrears of the current work is reported, but there is a considerable amount of unadjudicated claims in this division which are awaiting the action of the Department and the reports of special agents who may be designated to make examinations in the field. New claims to swamp land in place amounting to 50,010 acres and old claims have been reduced by adjudication, 18,015 acres, leaving 1,072,814 acres unadjudicated. The claims to swamp land indemnity still pending amount to 1,989,718 acres.

In division M (accounts) the work on repayment cases is reported about four months in arrears.

In division N (mineral) the work is reported in arrears as follows:

Examination of mineral entries, eleven months;

Examination of contests, eight months;

Examination of quasi contests, two months.

In division P (special service) the work is reported about twenty-three months in arrears.

In division R (forestry) the work is practically up to date, with the exception of the forest reserve lieu selection work, which is considerably in arrears. There have been received in all 8,560 lieu selections, and 2,827 are yet to be examined and passed upon.

Referring to the statutory enactment in which it is required that where the monthly report of the Department discloses that the public business is in arrears, the head of the Department shall require an extension of the hours of service as may be required to bring up the arrears of public business, it is not considered that the enforcement of this requirement would be in the best interests of the public service.

Very respectfully,

J. H. FIMPLE,
Acting Commissioner.

PATENT OFFICE.

STATEMENT OF MR. FREDERICK I. ALLEN, COMMISSIONER.

Mr. BINGHAM. You want an increase of a chief of division?

Mr. ALLEN. Yes, sir.

Mr. BINGHAM. Your division chief gets \$2,000?

Mr. ALLEN. Yes, sir.

Mr. BINGHAM. You want 4 assistant chiefs of division; in other words, you organize a new division?

Mr. ALLEN. Yes, sir.

Mr. BINGHAM: Are there to be 10 clerks in the new division?

Mr. ALLEN. Those are 10 additional clerks of class 1, \$1,200. They will not all go in that division, but will be scattered through the Office where most needed.

Mr. BINGHAM. You will be transferring from other divisions the technical men, then?

Mr. ALLEN. The new division is a clerical division; it is not an examining division. They will be clerks of different grades. What we ask for here is 10 additional clerks, at \$1,200 each.

Mr. BINGHAM. Then you want a chief of division at \$2,000 and four assistant chiefs, an increase of one? That is the sum total?

Mr. ALLEN. Yes, sir; but this note we have in the Book of Estimates covers details of the Commissioner's report?

Mr. COURTS. Yes, sir.

Mr. BINGHAM. Why do you want this increase?

Mr. ALLEN. I do not know that I can do better than to just call your attention to a little tabular statement which I made in my report to the Secretary of the Interior for the fiscal year, because it is a concise statement. This little statement covers the period from 1899 to 1903, and in general terms I would say that in all the great elements which go to make up our work there has been an increase of about 33½ per cent, while during the same period the number of employees has increased only 8 per cent. I think in those figures is all the argument that I could make in an hour.

I simply want to say in addition that although we got some examiners by the appropriation bill of March, 1902, we have had no increase of clerks to represent that increase in clerical work which has followed the additional work of the examiners. So we need them very much, and it is difficult to get along without them. We can not get along, except with the greatest effort, unless we have others.

Mr. BINGHAM. What were the revenues of your Bureau last year?

Mr. ALLEN. We took in about \$1,500,000.

Mr. BINGHAM. How long does it take from the date of filing an application to the date of the issuance of the patent?

Mr. ALLEN. It varies greatly according to the difficulties in the case.

Mr. BINGHAM. As a rule?

Mr. ALLEN. I should think that three or four months were sufficient to take care of the great mass of applications. That is only in case the division is moving fast. There are other divisions that do not get ahead so fast, and there are many applications which come up for first action and are acted upon and then come up for second, third, fourth, fifth, sixth, and many are two or three years in the Office. There are many applications which have been there six or eight years. That is, however, owing to the peculiar difficulties in those cases.

Mr. BINGHAM. Are you gradually shortening the period between the date of application and the issuance of the patent?

Mr. ALLEN. That question is an individual one and its application depends altogether on the individual case.

Mr. BINGHAM. One is an easy case and the other a very difficult one, as I understand it?

Mr. ALLEN. Yes; that is right. With the greatest effort, we are now nearly 10,000 cases behind in our work.

Mr. LITTAUER. Do you mean that you have 10,000 cases in the Office or that you are behind in your work that much?

Mr. ALLEN. We have 10,000 cases in the Office awaiting action.

Mr. LITTAUER. Under any circumstances you would have a number of thousand cases pending in your Office, no matter what your force might be?

Mr. ALLEN. Yes, sir. I am not asking for examining help. I was simply speaking of the increase of the examining force which you

gave us in 1902. At that time we only got 3 more clerks, although 35 additional examiners. These 10 clerks will help the clerical force. They have had no help to represent the increase in that examining force of 1902. I hope we can have this help because I am conscious that we very much need it.

Mr. BINGHAM. For "professional and scientific books" you ask an increase. Why? Can you not get along with \$2,500?

Mr. ALLEN. I asked for an increase of \$2,000, and I was given \$2,500, instead of \$4,000. It is important that that scientific library of the Patent Office should be kept where it is to-day, the best technical library of applied science in the country. It will not be so unless we are given more money. Out of the money contained in this appropriation we have to pay for the transportation of our work to foreign countries, foreign postage. That is about \$600 or \$700 a year, and without increasing the volume of work that becomes a greater burden every year. That scientific library is the most used library of applied science in the world.

Mr. GILLETT. You mean that the library is used by people outside of the library?

Mr. ALLEN. Yes; in a way.

Mr. LITTAUER. By your examiners?

Mr. ALLEN. Yes, sir; and by persons interested in the arts all through the country.

Mr. GILLETT. Why should we have it in the Patent Office; why should it not be in the Library?

Mr. ALLEN. It is very close to our work.

Mr. GILLETT. I appreciate that, but why should we furnish a library for outsiders?

Mr. ALLEN. It takes nothing from us to allow them to come in and use it, and if they do use it, it helps us in our work. It is very desirable that we should have a library which is allowed to go ahead with the march of the arts. It is such a library to-day, and it ought to be kept there; but it can not be kept there unless we are given more money. If you can let us have \$4,000 to include the transportation of our publications to foreign countries we can make it a grand library, and there is no place where it will be worth so much to the Government and to those interested in the arts.

Mr. GILLETT. Will you want the \$4,000?

Mr. ALLEN. We would be very glad to have it continually; it could be very well used, and I take it that if it can serve a genuine and valuable educational purpose it is a wise expenditure of money for a very worthy object.

Mr. BINGHAM. The Official Gazette is published under contract and not by the Public Printer?

Mr. ALLEN. There are certain pages of it that are all printed at the Government Printing Office and not by contract. Those are what we call the letter pages. The other pages are set up in type at the Government Printing Office and then photolithographed.

Mr. BINGHAM. How do you come to run into a deficiency?

Mr. ALLEN. Because for years it had seemed best to only obtain about half of it in our first appropriation, but this year I think we have asked for \$100,000.

Mr. BINGHAM. You ask for \$100,000 and you had \$100,000. Will you run into a deficiency this year?

Mr. ALLEN. We will. Our expenses last year, if I remember, were about \$124,000.

Mr. BINGHAM. We gave you \$100,000 last year?

Mr. ALLEN. Yes, sir.

Mr. BINGHAM. Is the Official Gazette distributed gratuitously?

Mr. ALLEN. Yes, sir; a portion of the edition.

Mr. BINGHAM. You sell the Official Gazette at cost and what percentage?

Mr. ALLEN. We sell it at \$5 a year, annual subscription.

Mr. BINGHAM. Does it come under that general rule of 10 per cent?

Mr. ALLEN. I do not believe it does.

Mr. BINGHAM. The subscribers pay \$5 a year for it?

Mr. ALLEN. Yes, sir; and most of the money comes back. Each Congressman, Senator, and Delegate in Congress is entitled to designate eight libraries and to one personal copy for free distribution.

Mr. LIVINGSTON. But you require Congressmen to send those copies to college and school libraries with certain circulation?

Mr. ALLEN. Under the statute you get one personal copy which can be given to anybody and eight copies which can be sent to libraries which have over 1,000 circulation, independent of Government publications.

Mr. LIVINGSTON. We get only one copy here?

Mr. ALLEN. Yes, sir.

Mr. BINGHAM. Where is the necessity that instead of a quarterly issue you should have a bimonthly issue?

Mr. ALLEN. It is because the volumes have grown so thick that the binding will not hold them unless you bind only two months together. There was a time when the Official Gazette was published in two volumes a year, then four volumes a year, and now six volumes a year, simply owing to its growth in dimensions. The volumes are too thick to bind.

Mr. BINGHAM. You ask for bimonthly issue instead of quarterly issue, and yet you do not ask for an increase in your appropriation?

Mr. ALLEN. No, sir. It is merely a matter of dividing up the material into six instead of four volumes.

Mr. BINGHAM. For producing copies of drawings for the weekly issues of patents; for producing copies of designs, trade-marks, and pending applications, etc., \$100,000. These are made at the Public Printer's?

Mr. ALLEN. They are done by photolithographing.

Mr. BINGHAM. Those are by contract?

Mr. ALLEN. Those are by contract.

Mr. BINGHAM. And not any part by the Public Printer?

Mr. ALLEN. These are recopies.

Mr. BINGHAM (reading). "For producing copies of designs, trade-marks, and pending applications, etc."

Mr. ALLEN. That reproduction work is done from the copy of a patent already issued, so that type is not set up anew for that purpose.

Mr. BINGHAM. Are these sold?

Mr. ALLEN. They are sold.

Mr. BINGHAM. By your Bureau?

Mr. ALLEN. Yes, sir; they are sold at the price of 5 cents a copy and the money I turn over into the Treasury of the United States, so that these calls for reproductions are a plain business matter of keep-

ing that great stock supplied where they are sold and exhausted in that way.

Mr. LITTAUER. Have you any table showing an item of the receipts from that aggregate?

Mr. ALLEN. I think they are in that report.

Mr. LITTAUER. It is itemized?

Mr. ALLEN. I had a copy of my report here a few moments ago and it is all there.

Mr. BINGHAM. Is it the item on page 199?

Mr. LIVINGSTON. But the items making up the amount are not detailed.

Mr. ALLEN. Printed copy of patents furnished 1903, 1,914,249, an increase of 550,000 over the year 1899; that will indicate the extent of that business—that is, copies of patents sold.

Mr. BINGHAM. Where does this item of the Official Gazette come in?

Mr. ALLEN. The Official Gazette is an item of \$100,000 a year by itself.

Mr. LITTAUER. Do you sell that?

Mr. ALLEN. It is in part sold and in part allotted for free distribution—

Mr. LITTAUER. Where is the income from the sale of the Official Gazette?

Mr. ALLEN (continuing). And each district court also gets a free copy.

Mr. LITTAUER. Do you know how many subscribers you have to the Gazette; could you send us that?

Mr. ALLEN. The total number printed is 10,000, and I think that they are all distributed except four or five hundred, leaving four or five hundred for subsequent sale.

Mr. BINGHAM. Just send us a brief note covering the matter of this expenditure of \$100,000 in connection with the Official Gazette.

Mr. ALLEN. I will.

Mr. BINGHAM. Showing the expenditures and receipts.

Mr. ALLEN. I will.

DEPARTMENT OF THE INTERIOR,
UNITED STATES PATENT OFFICE,
Washington, D. C., December 16, 1903.

Hon. H. H. BINGHAM,
Appropriations Committee, House of Representatives.

DEAR SIR: Complying with the request made by you at the hearing on the 14th instant before the Appropriations Committee, in the matter of the Patent Office items contained in the appropriation bill, I send you herewith a statement of the expenditures and receipts of this office on account of the Official Gazette.

A summary of these items is as follows:

Total appropriations.....	\$159,000. 00	
Paid contractor for illustrated pages Official Gazette, at \$6.25 per page.....	\$75,112. 50	
Paid Public Printer for letter press, indexes, etc.....	83,887. 50	159,000. 00
Number mailed on the pay list, 115,551	11,555. 10	
Number sold by single copies, issued during the year 1902-3, 10,594	1,059. 40	
Number of copies of back numbers sold, 4,988.....	498. 80	
Amount received for copies sold.....	13,113. 30	
Balance	145,886. 70	

The edition of the Gazette printed is 7,000 weekly; yearly.....		\$364, 000
Number mailed on the free list.....	\$207, 196	
Number sold.....	126, 145	
Number on hand.....	30, 659	
		364, 000

I remain, yours, very truly,

F. I. ALLEN, *Commissioner.*

SATURDAY, *December 12, 1903.*

INDIAN OFFICE.

STATEMENT OF MR. WILLIAM A. JONES, COMMISSIONER OF INDIAN AFFAIRS.

MR. LITTAUER. The first thing we come to is "additional to one clerk of class 4, acting as special disbursing agent, \$200." He is required to give a bond, as I understand, and, in part, this is to recompense him and for his additional responsibilities?

MR. JONES. Yes, sir.

MR. LITTAUER. How large is his bond?

MR. JONES. Five thousand dollars.

MR. BINGHAM. What do you ask for in the sum total of increase?

MR. JONES. I have asked a great deal, but the Secretary did not see fit to grant my request.

MR. BINGHAM. So they are not in the Book of Estimates?

MR. JONES. No, sir.

MR. BINGHAM. Now you ask for how many increases?

MR. JONES. I do not ask anything. The other is simply a rewording; there is no increase in the number or salaries of anybody except that one item.

MR. BINGHAM. How much does his bond cost him?

MR. JONES. It does not cost him very much, not more than \$15 or \$20, but there is a good deal of labor about it; we use him as the disbursing officer.

MR. BINGHAM. Has he been your disbursing officer for years?

MR. JONES. Yes, sir; long before I came there.

MR. BINGHAM. There is no increase in his work?

MR. JONES. No; not at all.

MR. BINGHAM. Simply your recommendation is that he shall have \$200 additional?

MR. JONES. Yes, sir.

MR. BINGHAM. He gets \$1,800 now?

MR. JONES. Yes, sir.

MR. LITTAUER. Does your force keep up the work currently?

MR. JONES. Fairly so. There is one thing I would like to discuss with you. I do not know whether it is before your subcommittee or the general committee. I have some clerks—five or six—carried on the Indian Territory roll. Now, last year there was a suggestion made that they be put on the legislative bill. You did put a lot on the allotment roll ten or twelve years ago, long before I came here—

MR. LITTAUER. Is the Dawes Commission to be permanent?

MR. JONES. No; I think not; but these clerks will be, I am afraid. The work has increased tenfold.

Mr. LITTAUER. What is the work?

Mr. JONES. Records, deeds, also claims of the Indians for enrollment. They come by carloads, the records and all that. Now, I will tell you frankly why I happen to put them on the roll last year.

Mr. LITTAUER. Where would you prefer to have these Territorial clerks?

Mr. JONES. On this, if I can keep the clerks I have now; but if the Civil Service interferes and insists on sending me clerks I do not want them, because I have got a lot of trained clerks to do the work; outside clerks could not do it for two years.

Mr. BINGHAM. Can not the Indian Bureau take care of it?

Mr. LITTAUER. But if we transfer this roll where would the Civil Service Commission come in?

Mr. JONES. I think I can induce them to cover them over. I think I can make such a showing that they would be willing to cover them in on account of the experience they have had in the last five years. Now, there is no man who could go in there for at least a year and do the work they are doing; that is, that can familiarize himself enough with the position to do it properly.

SATURDAY, *December 12, 1903.*

PENSION OFFICE.

STATEMENT OF MR. EUGENE F. WARE, COMMISSIONER OF PENSIONS.

Mr. BINGHAM. I see you ask for an increase of less than \$1,000. Is that correct?

Mr. WARE. I have asked for an increase in the pay of my chief clerk and the pay of the chief of the special examiners, and also the captain of the watch.

Mr. BINGHAM. You have asked for three increases only?

Mr. WARE. I think that is all.

Mr. BINGHAM. I see it is \$1,961,000, as against \$1,962,000. You ask an increase of about \$400 or \$500?

Mr. WARE. But I also ask for some medical books.

Mr. BINGHAM. That is a little later on. I am just speaking about the office. You ask an increase of the chief clerk of \$2,250 to \$2,500. Why should that increase be made?

Mr. WARE. It is on account of the size of the office and the work done. I have in that building over 1,500 clerks, and it is an exceedingly hard place to work. I think a man holding that position is a man whose services are worth \$5,000. I think for a clerk who has control over 1,500 men in one building \$2,500 salary is exceedingly small.

Mr. BINGHAM. I am not disputing the question. The matter of control rests with the divisions; the chief clerk has simply reference of all work, etc. They are not under his control in any sense of immediate supervision; whether it is 500 or 10,000 they run to your division's supervision; the chief clerk is simply the official referee, save yourself, for approval of the disputed questions out of routine work.

Mr. WARE. Hardly that. We have a large number of divisions, and

those divisions are divided into sections, and we are constantly obliged to move men from one division or from one section to another. For instance, the certificate division gets behind; we have got to throw 25 men into it and carry out the work, and then distribute it and—

Mr. BINGHAM. Then your recommendation runs to the question of according work for reference, etc.

Mr. WARE. And the difficulty of his position.

Mr. BINGHAM. Then in the item of two qualified surgeons you want the words "who shall be experts in their profession" stricken out?

Mr. WARE. No, sir.

Mr. BINGHAM. You want that to remain. Thirty-eight medical examiners; do you want the words "who shall be surgeons of education, skill, and experience in their profession" to remain.

Mr. WARE. Yes, sir.

Mr. BINGHAM. "Chief of division of special examiners, \$2,250?"

Mr. LIVINGSTON. Is that altogether new?

Mr. WARE. No.

Mr. BINGHAM. Is that where you mean to take up one of the examiners?

Mr. WARE. Yes, sir.

Mr. LITTAUER. What special reason is there for having a chief?

Mr. WARE. Of the division? Well, I may say, as a rule, I keep over 200 persons in the States traveling all the time, and the chief of that division is one of the hardest worked chiefs I have.

Mr. BINGHAM. You have a chief of that division now?

Mr. WARE. Yes, sir; and there always has been a chief of that division—not always, but there has been always a man who received \$2,000, who was a special examiner or a clerk whose salary was made up to \$2,000.

Mr. LITTAUER. As I understand now, you have 57 principal examiners at \$2,000, and you want to reduce the 57 to 56, and place one of them as chief of division at \$2,250?

Mr. WARE. Yes.

Mr. LITTAUER. You are going to make him head of the division and give him \$250 extra. Now the work is being done by one of the examiners, and this is simply giving him title and extra pay?

Mr. WARE. It is giving him title and \$250.

Mr. BINGHAM. Now you come a little further down and you cut down one clerk of the 250 at \$1,000 each and make it 249; that is a reduction?

Mr. WARE. Yes, sir.

Mr. LITTAUER. How could you bring that about?

Mr. WARE. I did that arbitrarily for the purpose of making the amount which that made equivalent to the raises in the other. I have asked for some raises, and I have asked for a reduction of that one for the purpose of equalizing them.

Mr. LITTAUER. Will he do the same work he is doing?

Mr. WARE. No, sir; I just drop one of them.

Mr. LITTAUER. Is that because one of these 250 has become incapacitated by any reason?

Mr. WARE. Oh, no. I just take that method of balancing it up.

Mr. LITTAUER. If you can reduce one is not there a possibility of reducing more?

Mr. WARE. Well, the time will come to make that reduction, but the time has hardly come yet.

Mr. LITTAUER. Why so? Why do you think it will come?

Mr. WARE. Because I am cleaning that work out. I am working up the old snags. I am now gaining on the old snags 5,000 a month, and by the 1st of next July I will make that Bureau current, which has never been done in its history.

Mr. LITTAUER. But we only appropriate from the next July. When it is current will you not be able to drop, say, 25 men?

Mr. WARE. I was going to make the suggestion to take 25 of the clerks and put them in the \$50 class. I will have on the 1st of January—at the end of this month—about 275,000 cases, and besides that new cases are coming in at the rate of 15,000 a month.

Mr. LITTAUER. You say you believe on the 1st of next July you will have the work up current?

Mr. WARE. I will have the work current so far as the correspondence that comes in from day to day is concerned.

Mr. LITTAUER. Let me suggest to you, instead of cutting down so many clerks of a low class, why not cut down those of higher price? Why do you want to cut down the cheap ones; why not cut down the higher ones? You realize the fact that living in Washington is a hard business on \$900?

Mr. WARE. Some of my \$900 clerks in there come in the class of pensioners.

Mr. LIVINGSTON. And that comes within the provision that no man incapacitated for work should be kept at work?

Mr. WARE. I have men that ought to be discharged. I had one man's name on my desk for discharge and he dropped dead before he got it, and if I had issued the order twenty-four hours sooner I would have regretted it as long as I lived. I have begun to think that a pension of \$75 a month is too high, and in my opinion it should be but \$50.

Mr. LIVINGSTON. Have you not got a hundred in that class that you could dispense with?

Mr. WARE. Nearly.

Mr. LIVINGSTON. The reason I ask that question is that four or five years ago the Commissioner agreed to drop a hundred, and we did not appropriate for them and he did not drop them. Now, can you drop them?

Mr. WARE. I could drop them, but I would not recommend it. If anybody will go and work in that Bureau three months and see the condition of things I do not think he would drop them in that way.

Mr. LITTAUER. If we drop them here without your recommendation it would be all right, would it not?

Mr. WARE. I will not say that. I just simply say this: If you say I shall drop, I shall carry out the orders of the act of Congress, but I do not recommend it.

Mr. LITTAUER. But you were about to recommend the possibility of a reduction of 25 after the 1st of next July?

Mr. WARE. Because there are some who just sit at their desks and do so little work, but who have had practically a lifetime service—

Mr. LITTAUER. Practically pensioners.

Mr. WARE. They are practically pensioners, and I think \$75 a month is too high. For that reason in my report I recommend that some arrangement be made.

Mr. LITTAUER. You could reduce a hundred?

Mr. WARE. I have got nearly a hundred of 70 years and upwards.

Mr. LITTAUER. And making them clerks at \$50 a month it would be better than putting them out altogether?

Mr. WARE. I do not say so. I am not going to make a statement on that proposition. I will just state the ages of those clerks so you can form an opinion.

Mr. LIVINGSTON. Excuse me one moment. Would these 25 clerks come out of that class; if you drop 25 at \$900 would it be from the old, inefficient men?

Mr. WARE. Yes, sir.

Mr. LIVINGSTON. If you drop a hundred would it be from these inefficient men?

Mr. WARE. Yes, sir; they will be from these inefficient men, but I wish to say this, that there are a few men in my Bureau who are over 70 years of age who are still efficient.

Mr. LIVINGSTON. I understand.

Mr. GILLET. You mean if we drop them you would drop them in the order of their inefficiency?

Mr. WARE. Oh, certainly; in the order of their inefficiency. I do not know to what extent my life would be safe, but I would make the effort if Congress should so provide.

Mr. GILLET. The old men are mostly old soldiers, are the not?

Mr. WARE. In my report I have got that down here. There are 97 persons who are 70 years old or upward. Now, this has increased until now they number about 100, and the amount of soldiers is 59, so that there are about three-fifths soldiers; the others are not.

Mr. LIVINGSTON. Are they drawing pensions from the Government?

Mr. WARE. Three-fourths of them are. I have got 470 soldiers in the Bureau and there are 103 of them not drawing pensions.

Mr. LIVINGSTON. And the others are?

Mr. WARE. Three-fourths draw pensions.

Mr. LITTAUER. That is a very good record.

Mr. WARE. I have got over 100 men in my Bureau who could draw pensions, but who will not apply for them.

Mr. LITTAUER. And they do remain at their work there at fairly good salaries even when incapacitated by age from performing the work?

Mr. WARE. They are doing their best to do work.

Mr. LIVINGSTON. How many clerks have you in that \$900 list?

Mr. WARE. Two hundred and fifty now.

Mr. BINGHAM. You have no disposition to change in anyway the proposition you have made in the Book of Estimates?

Mr. WARE. No, sir. I do not ask any change.

Mr. GILLET. Let me ask a question, and that is, whether you reduce men from one grade to another as they become inefficient?

Mr. WARE. I do, and I am having all kinds of trouble at present with a \$2,000 man whom I reduced to \$1,800, and everybody in the United States is writing to me and the President.

Mr. LITTAUER. How did you come to reduce him? If he was worth \$2,000 he is worth \$1,800. Suppose you reduce him from \$2,000 and you gave him a fair pension of \$1,000, then your action would have a determining point to it—it would be very conclusive.

Mr. WARE. I am going to tell you why it had a determining point.

There was a \$2,000 man sitting near an \$1,800 man, and both of them were old soldiers. The \$2,000 man had been wounded once and hurt very badly, but he was not quite as good as the \$1,800 man. The \$1,800 was quite as good, and he had been wounded seven times, so I swapped places.

Mr. BINGHAM. You did it because you thought the \$1,800 man was the better clerk?

Mr. WARE. That is what I told him.

Mr. BINGHAM. And you did it to make up the general efficiency of your department?

Mr. WARE. Yes, sir.

Mr. LITTAUER. Is it not so that it very frequently occurs that a \$1,200 clerk does more efficient work than a \$1,600 clerk—are there not probably fifty such instances in the Bureau?

Mr. WARE. Oh, no, sir; but there are instances.

Mr. GILLETT. Are these 100 clerks incompetent?

Mr. WARE. I do not say the hundred clerks are incompetent.

Mr. BINGHAM. You said they were 70 years of age.

Mr. GILLETT. Of course a man may be a competent clerk who is over 70 years of age, but are not the clerks you do consider incompetent in the lowest paid places now—I do not mean all of them, but as a rule?

Mr. WARE. There are \$1,600 clerks who are incompetent now as \$1,600 clerks, but who would be competent at \$1,200 or \$1,400, but there are none of them absolutely incompetent. When a man becomes incompetent to do any work then I discharge him.

Mr. GILLETT. But if he is incompetent for a \$1,600 place it is difficult to get him down to \$1,200 or to \$1,000. That is hard, and you are apt to find trouble for yourself.

Mr. WARE. I have trouble all the time, for I am reducing all the time. I am reducing persons down and putting others in who are more meritorious, and it is a difficult thing. They all belong to a good many organizations.

LAW AND MEDICAL BOOKS FOR PENSION OFFICE.

Mr. BINGHAM. For law books for library, \$250; for medical books for library for medical division, \$300. Have you any allowance now?

Mr. WARE. No, sir; none whatever.

Mr. BINGHAM. Do you need them?

Mr. WARE. There has not been any allowance that I know of for two years, and there ought to be; yes, sir.

Mr. GILLETT. Have you no library?

Mr. WARE. We have about as many books as in that glass case there.

Mr. LITTAUER. Have you ever asked the Secretary of the Interior to give you an allowance for this purpose out of the contingent fund?

Mr. WARE. I have tackled that contingent fund several times, but I have never got a cent out of it; I could never get into it.

Mr. GILLETT. They get \$1,000 a year. Do you not get any of that?

Mr. WARE. I have not had a cent of it for books for the last two years, or anything else that I know of.

SPECIAL EXAMINERS, PENSION OFFICE.

Mr. BINGHAM. How many of these men for special examiner's force have you?

Mr. WARE. I am entitled by law to 150. I have got 149 now appointed and they are inadequate to do the work, and I keep in the field not less than 50 more, whom I select from the best clerks I have in the Bureau.

Mr. BINGHAM. From what item of appropriation?

Mr. WARE. They are paid out of the appropriation for special examiners.

Mr. LITTAUER. You say 150 are inadequate to do the work; that is, you need more men out to make these special examinations to do justice to the applicants?

Mr. WARE. This is the place where the trouble comes from. The special examiners have to go out and hunt up these matters, and they are detailed in cases which the old soldiers are so distressed about and make so much fuss about, and which I can not get except through special examiners, and Mr. Evans when he went out cut this down to \$350,000; it was \$400,000 for a number of years.

Mr. LITTAUER. Are the number of these cases increasing or are they diminishing?

Mr. WARE. They are diminishing.

Mr. LITTAUER. Then why do you wish this increase?

Mr. WARE. Because it will take about three or four years to work these cases up. Now, the number of cases on hand on last July were over 8,000.

Mr. LITTAUER. Requiring special examinations?

Mr. WARE. Requiring special examinations and the faster the work is pushed the more special examiners are required. Now we are pushing the work there and I have use for these men, but I did not want to expend all the amount appropriated, and along last May I began to shorten up, calling in those who seemed to be the most sluggish and I kept within the appropriation.

Mr. BINGHAM. You have 199 now out?

Mr. WARE. Last year there were 213 out; that is the average.

Mr. BINGHAM. You have discretion under the statute in accordance with the requirements of your office, but you try to keep within the limitations of the appropriation?

Mr. WARE. I keep within the limitations.

Mr. BINGHAM. Is not that a smaller force than some years ago?

Mr. THOMPSON (finance division). Some years ago there was \$500,000 appropriated; there has been a material reduction.

Mr. GILLET. What do these special examiners do? Are they connected with a local board?

Mr. WARE. No, sir. There come up questions all the time as to whether a person is entitled to a pension; as to whether he is the man whom he says he is. We have to have people identified. We can not tell when a man writes us as to whether he is really the man or not, and we have to have him identified locally, and these persons are becoming very numerous.

Mr. GILLET. They are not medical examiners?

Mr. WARE. No, sir; not at all.

Mr. GILLETT. It seems to me an active man can do a good deal of this work?

Mr. WARE. They do a lot of work. We get rid of nearly 1,000 cases a month.

Mr. LITTAUER. With the 150 men?

Mr. WARE. With over 200 men.

Mr. LITTAUER. That is 5 cases a month per man, so that a man would be devoting five days to each case?

Mr. BINGHAM. They have to travel from point to point.

Mr. THOMPSON. He has to take 50 depositions in one case sometimes, and they have large areas to go over.

Mr. GILLETT. Do they take evidence?

Mr. WARE. Yes, sir; in a case. For instance, here are two widows that apply for one soldier, and the question is, who is the right widow?

Mr. GILLETT. They do not go there and simply find out for themselves and report to you, but they go and collect evidence and send it to you?

Mr. WARE. Yes, sir; they collect evidence and we pass on that in the Bureau.

Mr. BINGHAM. Perhaps in a State like New Jersey there will be two or three men assigned to that State.

Mr. WARE. I have a list of the field force. They are \$1,300 men, and I put into the field \$1,000 men and \$1,200 men when they show peculiar aptitude for it in the office. I have, for instance, a man by the name of Alexander, of Savannah, Ga., a \$1,000 man, one of the best we have got.

Mr. BINGHAM. These get \$3 per diem?

Mr. WARE. They get a per diem and a mileage.

Mr. GILLETT. They get the traveling expenses, too?

Mr. WARE. Yes.

Mr. THOMPSON. This \$3 is in lieu of subsistence—that is to say, their board; the Government pays the traveling expenses.

Mr. BINGHAM. He has no other home; they have departed from their homes. Are you exceeding the \$350,000 this year?

Mr. THOMPSON. We had to call in the number of examiners in May to keep from having a deficiency.

Mr. WARE. In the first six months I ran up and then I had to run down. Now, during the winter, I am sending them South so as to clean up the South. I have cleaned up several of the Southern States and I will get them cleaned up, I think, by spring, and then I will begin sending them North to work, because they can not travel much in the country in the winter in the North.

Mr. BINGHAM. Do you think you can stand on your present appropriation?

Mr. WARE. Why, I certainly will not exceed it, but I ought to have the other \$50,000. There is where the trouble comes in the whole—

Mr. BINGHAM. I know the trouble. We have gone through that. I was on the committee when we gave you this big appropriation of \$500,000 and the \$450,000. We gave it, in fact, because the Office asked for it.

Mr. GILLETT. I should think it was necessary service there.

Mr. BINGHAM. It must be. These are disputed points that the Pension Office can not settle by any correspondence possibly, and they must have their own trusted subordinates to make these examinations.

We understand that and we will go to the next item. These 150 special examiners is the limitation of the law. That is run by law. You ask for the same item.

Mr. THOMPSON. There is one other point. That provides that two special examiners or clerks detailed, etc., may be allowed from this appropriation. Now you provide elsewhere for a chief special examiner at \$2,250.

Mr. WARE. If you give the chief examiner?

Mr. BINGHAM. If we create the chief of the division of special examiners then this will go out?

Mr. THOMPSON. Yes, sir.

Mr. BINGHAM. We understand the verbiage of the bill.

Mr. WARE. Now I want to make twenty-five \$900 clerks to \$50 clerks, and that I leave with you here.

Mr. BINGHAM. I do not think Congress at this time wants to take up a line of subordinate force, who are incapacitated clerically, and put them at the rate proposed; at a rate perhaps as much as they deserve, but put them at a rate which would signify the beginning of a retired, or rather of a qualified pension force, and then the proposition comes in on other lines. You have an exceptionally large number of soldiers all through your force.

Mr. WARE. They made that Bureau a dumping ground, heretofore.

Mr. BINGHAM. That Bureau receives good salaries.

Mr. WARE. Oh, yes.

Mr. BINGHAM. As good as any bureau of the Government, and it always had a full sympathy with the soldier.

Mr. WARE. Of the men of 80 and over, there are only 3 soldiers and 7 civilians.

Mr. GILLET. Do you know how many vacancies in the course of the year you have by natural causes?

Mr. WARE. I filled during last year 251 vacancies.

Mr. GILLET. This last year?

Mr. WARE. But the number of deaths in the Bureau were 32, and I had to create a lot of vacancies by unloading a drunken fellow here and there.

Mr. GILLET. They were not optional vacancies, a good many were discharged?

Mr. WARE. Yes, sir.

Mr. GILLET. And you think those men, say, would earn \$500 if you reduced them?

Mr. WARE. I do not know whether they would earn it or not. They might come pretty close to it, some of them.

WEDNESDAY, *December 16, 1903.*

STATE, WAR, AND NAVY BUILDING.

**STATEMENT OF CAPT. GEORGE W. BAIRD, SUPERINTENDENT OF
THE STATE, WAR, AND NAVY BUILDING.**

Mr. LITTAUER. The first item of change you desire to make is you want to make one of the watchmen foreman of laborers at \$840.

Captain BAIRD. Yes, sir. This man has been a boatswain mate in

the Navy for a great many years, and he saves a great deal of money to us in the hoisting of heavy weights.

Mr. BINGHAM. How many laborers have you?

Captain BAIRD. I have 17, and this watchman is detailed as fore man, but he is rated as a watchman.

Mr. BINGHAM. What does he get as watchman?

Captain BAIRD. He gets \$720.

Mr. BINGHAM. What do you recommend he get?

Captain BAIRD. Eight hundred and forty dollars. I will tell you what the man does. Formerly when there was an iron safe or any heavy weight to be lifted we had to send for Knox's express, and that would come out of the appropriation of the different bureaus. Since we have got this man we got a lot of tackle at the navy-yard and do all these things ourselves. This man keeps the run of a great deal of property. If anybody has a bookcase which is not in use he will take care of it and store it away, and he keeps account of all that property. He has no money responsibility, but it is given to him to take care of. He is like a crow; he gathers up everything that is bright, the same as aboard ship, and he takes care of it and always accounts for it, and there is never anything lost.

Mr. BINGHAM. How long has he been with you?

Captain BAIRD. I think he came there in 1888.

Mr. BINGHAM. And was never lifted up?

Captain BAIRD. No, sir; never has been promoted.

Mr. LITTAUER. Why do you want an increase in the electrician?

Captain BAIRD. Because the work increases and he gets so much less than the others. Now, the Superintendent of the Capitol Building's chief electrician gets \$2,400 and another one \$1,400 and another one \$1,200, and the one in my Bureau gets \$1,000.

Mr. LITTAUER. Does this man do all the electrical work throughout the State, War, and Navy Department building?

Captain BAIRD. He does nearly all.

Mr. LITTAUER. And he is chief electrician?

Captain BAIRD. Yes, sir; and he has improved so much since he has come there. He came there about 1888; somewhere along there.

Mr. LITTAUER. And takes care of the lights, the changing of the positions of the lights, and all that?

Captain BAIRD. Every bit of it.

Mr. BINGHAM. He does the electrical work of your department?

Captain BAIRD. Yes, sir.

Mr. LITTAUER. You will remember we had two gentlemen from the Post-Office Department who had counted up the number of globes they had throughout the building.

Captain BAIRD. Well, their plant is less than ours, very much smaller. In the Post-Office Department you have one electrician at \$1,400, two assistants at \$1,200, and three dynamo tenders at \$900 each, and I have only one man at \$1,000.

Mr. BINGHAM. The difference between you and the Post-Office Department is that it runs all night.

Captain BAIRD. So do we. We have the lighting of the White House and the depot quartermaster's building.

Mr. BINGHAM. You run all night?

Captain BAIRD. Yes, sir.

Mr. BINGHAM. Who is the electrician when this man is away?

Captain BAIRD. We have an engineer to run the plant, but this man does the repairs, extending the wiring, etc. This electrician in the Post-Office Department has engineers to run the dynamos there. Their electrician does not stay at night unless something breaks down.

Mr. LITTAUER. Do you light the White House?

Captain BAIRD. Yes, sir; they get current from our dynamos.

Mr. LITTAUER. Does this man do the electrical work at the White House?

Captain BAIRD. No, sir.

Mr. BINGHAM. You do not have its supervision, but you furnish the power?

Captain BAIRD. Yes. We furnish the power and they reimburse us for their proportionate amount of coal and oil used.

Mr. BINGHAM. But not in any sense remuneration?

Captain BAIRD. Oh, no.

Mr. BINGHAM. You ask for \$1,200, and this is less than the other Departments?

Captain BAIRD. It is very much less.

Mr. BINGHAM. You have a list of them all?

Captain BAIRD. I have got all I could get; I could not get the White House.

Under Superintendent Capitol building:

Chief electrician	\$2, 400
One electrician	1, 400
One electrician	1, 200

Library of Congress:

Electrician	1, 500
One electrician	1, 000
Two wiremen, each	900

Post-Office Department:

Electrician	1, 400
2 assistant electricians, each	1, 200
3 dynamo tenders, each	900

Naval Observatory (plant not in use):

Electrician	1, 500
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Treasury Department (no plant):

Electrician	1, 400
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Public buildings and grounds (no plant):

Electrician	1, 200
Electrician	960

Government Printing Office:

Chief electrician	per diem.. 6. 40
1 assistant electrician	do... 4. 50
8 assistant electricians	do... 4. 00

Mr. GILLETT. Have you considered the question of whether they ought not to be cut down rather than yours raised?

Captain BAIRD. No, sir. I would not recommend that; I would not like to do that, for I am afraid of losing my man all the time.

Mr. GILLETT. Where; on the outside?

Captain BAIRD. Anywhere. Most anybody, if they knew what a good man he was, would want him. My men resign and go outside. Here are two or three, and two or three transferred who get higher salaries.

Mr. BINGHAM. What do you mean by "electrician, Treasury Department, \$1,400; no plant?"

Captain BAIRD. That is not exactly right; I did not write that. He makes estimates for custom-houses outside, but in the Treasury Department there are no dynamos and steam engines.

Mr. BINGHAM. Where do they get the power from?

Captain BAIRD. They get it from the United States Electric Light-
ing Company.

Mr. BINGHAM. They get it under contract?

Captain BAIRD. Yes, sir.

Mr. BINGHAM. The chief electrician at the Government Printing
Office gets a good salary?

Captain BAIRD. They have the biggest plant in the city.

Mr. BINGHAM. Their big work is at night, anyhow?

Captain BAIRD. They do a great deal of work at night, sometimes.

Mr. BINGHAM. They must be running during the sessions of Con-
gress during the night?

Captain BAIRD. I do not believe they run day and night—all night.

Mr. LITTAUER. Are the engineers and firemen force under you?

Captain BAIRD. Yes, sir; entirely.

Mr. LITTAUER. How many engineers do you have—I see you have
nine—how many firemen?

Captain BAIRD. Twenty-nine.

Mr. LITTAUER. They are divided into three shifts?

Captain BAIRD. Not entirely; some of them do not come on at night
at all. I will tell you what I have done since I have been there. I
have a machine shop, a little factory, and a plumber's shop run by
power. When I first went to the building it took two men to grind a
chisel, one to hold it and one to turn; and my firemen now—some are
mechanics—

Mr. LITTAUER. Firemen or engineers?

Captain BAIRD. Both. I will not appoint a man unless he is a
mechanic, if I can help. We make our own repairs. We have one
engineer and fireman who are boiler makers, and we do not go outside
for repairs a bit.

Mr. BINGHAM. You are able to do it yourselves?

Captain BAIRD. We are able to do it ourselves.

Mr. BINGHAM. Give us an idea of what you do in your engine room.

Captain BAIRD. What is in the engine room?

Mr. BINGHAM. Yes. You start the heating and you have three coal
passers.

Captain BAIRD. We have 12 enormous heating boilers and we have
a fireman at each of those. You know you only allow us to work the
men eight hours; so we have three shifts. Then we have 4 laborers in
the subbasement out of the 17 who handle the coal.

Mr. LITTAUER. What do they get?

Captain BAIRD. \$660.

Mr. LITTAUER. That is \$2 a day.

Captain BAIRD. Then we have a few with the firemen who are detailed
to do mechanical work entirely, and it helps us to be economical.

Mr. BINGHAM. You do a big amount of repairs?

Captain BAIRD. We do all the repairs, brickwork and everything.

Mr. BINGHAM. And you have rare occasion to call in outsiders?

Captain BAIRD. Very rarely, unless it be something bigger than our
tools can handle.

Mr. BINGHAM. You have given the coal passers?

Captain BAIRD. The next are the firemen—29 of those. Some of
those are mechanics. There are a good many boilers there. There
are 12 heating boilers and 11 steaming boilers.

Mr. BINGHAM. I can understand that. What else?

Captain BAIRD. Then we have elevator conductors. We have 8 elevators and 10 conductors.

Mr. BINGHAM. Then you come to your engineers. How many of those have you?

Captain BAIRD. We have 9.

Mr. LITTAUER. Engineers and assistant engineers, altogether, '9. What do they do?

Captain BAIRD. Well, there is an engineer in the daytime for each wing. He has to take care of those wings, to take care of the elevators and pumps and the heating apparatus, and in the dynamo room we have one on one watch at a time and then one to spare, and there are two engineers just for night work.

Mr. LITTAUER. In the dynamo room do you have men at an engineer's salary?

Captain BAIRD. At \$1,000 a year.

Mr. LITTAUER. He has nothing to do except see that the dynamos run properly?

Captain BAIRD. He has to run them and put the oil on.

Mr. LITTAUER. At \$1,000 a year?

Captain BAIRD. Yes, sir.

Mr. LITTAUER. It seems to be a very high rate of compensation.

Captain BAIRD. It is not.

Mr. BINGHAM. But you gave it for an electrician.

Captain BAIRD. They run the engine and dynamo.

Mr. LITTAUER. As I understood you a moment ago, you had an engineer for each of the wings who looked after the engines.

Captain BAIRD. And the pumps, elevators, and heating apparatus.

Mr. LITTAUER. And not the engines themselves?

Captain BAIRD. Each pump is an engine.

Mr. LITTAUER. I mean the main engine that runs your elevators.

Mr. BINGHAM. He wants to know what the electricians do.

Mr. LITTAUER. I do not call these electricians; I call these men looking after the electrical apparatus or dynamos really dynamo tenders.

Captain BAIRD. They are really more than that; they run the engines besides the dynamos.

Mr. GILLET. Do you have a separate engine for a dynamo?

Captain BAIRD. We have a separate one for every pair of dynamos.

Mr. GILLET. Then the same engineer does not run anything else except the dynamos?

Captain BAIRD. That is all he does. The dynamos run a great many motors. There are two printing offices in the building, and there are motors for many things that we did not have before. There are three or four hundred fan motors in that building.

Mr. LITTAUER. In each one of your sections you have at all times on duty an engineer, and another engineer who has the pumps and elevators in charge, and another one who looks after the dynamos and the engines themselves?

Captain BAIRD. Yes, sir.

Mr. LITTAUER. Are these men busy all day long?

Captain BAIRD. Yes, sir; pretty busy. Now, the engineers in the wings do a great many repair jobs—plumbing, for instance; when the closets get out of order, they go and look after that at once. They are always ready for that duty, and you would be surprised how many

repair jobs they do in the plumbing, and we do it all ourselves; we do not go outside for any help.

Mr. GILLETT. Is each one of these wings really a separate building?

Captain BAIRD. No, sir; they are all connected.

Mr. GILLETT. I mean for practical purposes?

Captain BAIRD. It is all one building.

Mr. GILLETT. But I mean practically have they not a separate plant?

Captain BAIRD. No, sir; they do not for economy sake.

Mr. GILLETT. You have a separate dynamo in each wing?

Captain BAIRD. No, sir; the dynamos are all in one room.

Mr. BINGHAM. Including charwomen, what is your force?

Captain BAIRD. It is about 230, minus 80 charwomen.

Mr. BINGHAM. One hundred and fifty plus the 80 charwomen?

Captain BAIRD. Yes, sir.

Mr. BINGHAM. When did you first go on service in that building?

Captain BAIRD. I was there as assistant superintendent from 1887 until 1892, and then I went to sea, and then I came back as superintendent in 1895.

Mr. BINGHAM. And you came in there because of the legislation—

Captain BAIRD. No, sir; I came in there because the President appointed me as superintendent.

Mr. BINGHAM. And the legislation occurred later which prevented men of your rank from going to sea in the engineer corps?

Captain BAIRD. Yes, sir; in 1899.

Mr. BINGHAM. Come to the matter of your contingencies, you lift a little there, and in the note is this:

An increase of \$6,500 over last year's allowance is asked for fuel for the next fiscal year because of the increased cost. Coal that was contracted for in 1902 at \$4.88 per ton costs under contract of 1903 \$5.98 per ton, while wood costing under the contract of 1902 \$4.64 and \$7.50 per cord costs under the present contract \$5.59 and \$8.59 per cord.

What can you contract for next year?

Captain BAIRD. I do not imagine it will be any higher—I do not believe it will.

Mr. BINGHAM. Do you believe it will be that high?

Captain BAIRD. I believe it will. It looked last year that it would increase 15 per cent, but it really increased 22 per cent.

Mr. BINGHAM. That we are operating under now?

Captain BAIRD. Yes, sir.

Mr. BINGHAM. You are operating under the \$5.98 contract?

Captain BAIRD. Yes, sir. I get coal for less than the local dealers can buy it, as the mines bid on my coal.

Mr. BINGHAM. And your train is shipped here with how many tons at a time?

Captain BAIRD. They bid through a local dealer, and this means stored in the bins at \$5.98.

Mr. BINGHAM. Your only increase in the contingent is in wood and coal?

Captain BAIRD. Fuel; yes, sir. I have made a list of the people who have left me to get better pay.

Mr. LITTAUER. Give us that list, we may want it for our information.

WEDNESDAY, *December 16, 1903.*

OFFICE OF THE COMMISSIONER OF INTERNAL REVENUE.

(See also p. 337.)

**STATEMENT OF MR. JOHN W. YERKES, COMMISSIONER OF
INTERNAL REVENUE.**

Mr. BINGHAM. You want to continue a Deputy Commissioner, at \$4,000?

Mr. YERKES. Yes, sir.

Mr. LITTAUER. In other words, you want this additional Deputy Commissioner made permanent?

Mr. BINGHAM. It would seem that the Deputy Commissioner is not permanent, and now the question comes, Do you need to continue him?

Mr. YERKES. I do; and I can show you, I think, why, by making a comparative statement of the work of the Bureau during the fiscal years 1897, 1896, 1895, and now, when we are back at the same rate of taxes on all articles that are subject to internal-revenue tax.

Mr. BINGHAM. Prior to the war?

Mr. YERKES. Yes. For instance, in 1897 the total internal-revenue receipts were \$146,619,000; for this past fiscal year, 1903, they were \$230,740,000, showing an increase of \$94,000,000.

Mr. BINGHAM. How much did our last legislation take off?

Mr. YERKES. Your last legislation was supposed to take off about \$60,000,000. You had taken off an estimate of \$40,000,000 before.

Mr. GILLETT. When was the last legislation?

Mr. YERKES. It became effective the 1st of July, 1902; so, for the fiscal year 1902-3 we were back to the old rates of taxes.

Mr. LITTAUER. In these figures you have given now you have had a year's experience under the present law?

Mr. YERKES. Yes, sir; and my estimate for this present fiscal year is that we will collect about \$230,000,000; about the same.

Mr. BINGHAM. And the system has grown up and absolutely absorbed in increase the war taxes?

Mr. YERKES. Just about what it has done.

Mr. LITTAUER. Will you look into the items and tell from what this large increase has arisen during these six years? You say you have added eighty more millions to your revenues during the six years; what did it come from?

Mr. YERKES. The bulk of it comes from the tax on distilled spirits. I also have a little estimate, which might perhaps interest you, showing the work of the Bureau.

Mr. BINGHAM. We want both of those statements put in our hearings.

Mr. YERKES. Then I will prepare them and send them to you. Take, for instance, the production of distilled spirits; there is an increase of fourteen and a half millions between 1902 and 1903.

Mr. GILLETT. What per cent is that?

Mr. YERKES. The production for 1902 was about 133,000,000 gallons, and in 1903, 148,000,000 gallons.

Mr. GILLETT. About 10 per cent.

Mr. YERKES. Yes, sir; a little over 10 per cent. The number for 1902 was away over 1901. It has been a gradual growth.

Mr. BINGHAM. You do not mean to say that that is all absorbed in the American market, or is there a large exportation?

Mr. YERKES. Not a large exportation; some 2,000,000 gallons.

Mr. LITTAUER. Is this used largely in the arts, or is it for domestic consumption?

Mr. YERKES. That question of how much is used in the arts is something that none of us can answer.

Mr. GILLETT. The production has been going on at the rate of 10 per cent a year?

Mr. YERKES. Not that much.

Mr. LITTAUER. This is a sign of prosperity.

Mr. YERKES. We think so. Now, you take the same thing in regard to beer and in regard to tobacco. While, of course, the amount of revenue received from both beer and tobacco has decreased because you decreased the rate of tax on it, the total amount produced is increasing very rapidly, and the number of barrels of beer on which tax is paid and the number of cigars—

Mr. LITTAUER. Are they increasing as fast as distilled liquors?

Mr. YERKES. Well, hardly as fast. Now, for instance, take large cigars. We run the tobacco business for the calendar year under the law and not for the fiscal year, so I will have to give you for the calendar year. Take, for instance, 1901. Large cigars—6,139,000,000—were produced in 1902, an increase of 92,000,000. Take tobacco in pounds. The increase there is 32,550,000 pounds, and snuff 1,169,000 pounds, and the same way with beer.

Mr. LITTAUER. You say there is that much increase in snuff?

Mr. YERKES. One million one hundred and sixty-nine thousand pounds of snuff.

Mr. TAYLOR. Is that domestic increase or does it include Cuba?

Mr. YERKES. That is in the production of this country. I only take what we actually produce here.

Mr. LITTAUER. And on account of this increased business you feel warranted in asking this additional deputy commissioner be given permanently.

Mr. YERKES. Yes, sir. I have not asked a dollar's increase, on the contrary I have asked a decrease of one clerk.

Mr. BINGHAM. You will stand as you are?

Mr. YERKES. I am not even standing as I am, because we reduce \$32,000 by dropping clerks off the temporary roll.

Mr. LITTAUER. Then again two additional heads of divisions, you say, should come on the other for the same line of reasoning?

Mr. YERKES. Yes, sir; we are bound to have them.

COLLECTING INTERNAL REVENUE.

Mr. BINGHAM. For salaries and expenses of collectors, etc., I understand you ask for the same.

Mr. YERKES. If I remember correctly, in making up my estimates for this year I have reduced the sum total a little, have I not? I think in 1903 that my total appropriations amounted to \$4,754,740 and this year I ask \$4,630,740—a decrease of a little over \$100,000—but I ought not to do it.

Mr. LIVINGSTON. Why do you do it?

Mr. YERKES. Simply to try to meet the wishes of you gentlemen who are urging economy.

Mr. LIVINGSTON. But does it not come from somewhere else rather than this committee?

Mr. YERKES. No——

Mr. BINGHAM. For collectors and deputy collectors you ask for the same amount, as I understand. Is there any change?

Mr. YERKES. No, sir.

Mr. LITTAUER. How much of this money is for salaries?

Mr. YERKES. It is virtually all salaries and the expenses of the salaried officials.

Mr. LITTAUER. How much force have you in this collection department?

Mr. YERKES. Outside of my own bureau entirely we have 66 collectors——

Mr. GILLETT. Are the salaries fixed by law?

Mr. YERKES. Yes, sir; from \$4,500 down to \$2,500.

Mr. GILLETT. Is the salary of each one fixed by law?

Mr. YERKES. No, sir; they have not been increased, although we suggested an increase. For instance, you take the collector's bureau in the Louisville district, where probably there is handled eleven to twelve million dollars.

Mr. LITTAUER. Are the districts prescribed by law?

Mr. YERKES. No, sir; the districts are not prescribed by law. The districts are made by the concurrent action of the Secretary and myself. I recommend this State or subdivision of a State by districts and he approves it, and then the President approves it, and that makes it a district.

Mr. LITTAUER. And then you can determine whether a district shall be a large or a small one?

Mr. YERKES. Yes, sir.

Mr. LITTAUER. Do you also determine the salary which the different inspectors shall receive, or are they all at the same salary?

Mr. YERKES. No, the salary is fixed by the statute.

Mr. LITTAUER. Are there any fees?

Mr. YERKES. No, sir.

Mr. GILLETT. Do you mean that the number of dollars salary is fixed by statute?

Mr. YERKES. Yes, sir; only those that collect \$1,000,000 and over get \$4,500.

Mr. LITTAUER. His salary then depends upon the amount of collections?

Mr. YERKES. Yes, sir. For instance, the statute has fixed the scale for a man collecting in his district \$25,000, or less, at \$2,000. Now, it grades on from that up to \$1,000,000 and upwards, at \$4,500. That is the maximum. If he collects \$30,000,000 he gets \$4,500, and if he collects \$1,000,000 he gets \$4,500.

Mr. GILLETT. What statute is that?

Mr. YERKES. It is sections 3145 and 3150, according to my recollection?

Mr. GILLETT. Of the Revised Statutes?

Mr. YERKES. Yes, sir.

Mr. LITTAUER. They are the only ones in that office whose salaries

depend upon the amount of collections made; the deputy collectors are not dependent upon it as well?

Mr. YERKES. Oh, yes; that is determined by my office. We determine the salary of the deputy collectors.

Mr. BINGHAM. And all the subordinate force?

Mr. YERKES. Except the storekeeper-gaugers and gaugers, those are to a large extent fixed by statute, but the salaries of all deputy collectors are fixed by my office, and we try to make the salary commensurate with the work of supervision that he does and also with the expenses of living. Take, for instance, a deputy collector living in the city of New York or the city of Philadelphia; he can not live as cheaply as a man living in a country district in my State, and the deputy collector in Alaska has an expense imposed larger necessarily there; the expenses of travel is so much greater, so we have to watch all these various items.

Mr. BINGHAM. You have been running under that system under these statutes for a good many years?

Mr. YERKES. Oh, yes.

Mr. BINGHAM. My recollection is just after the war of the rebellion our collector got \$4,000 or \$4,500.

Mr. YERKES. And then he had a small district as compared with now?

Mr. BINGHAM. Take the great State of Pennsylvania, how many districts have you?

Mr. YERKES. You have Philadelphia, Pittsburg, Lancaster, and one other, Scranton; you have four in your State.

Mr. BINGHAM. That is, the territory is divided into four districts?

Mr. YERKES. And then again you will find some districts made up of three or four States, such as Maine, New Hampshire, and Vermont. I believe you were asking about the total number of these deputies. The total number of these deputies out in these collection districts is 437. Now, their salaries will range from \$2,000. In the large offices the chief deputies are allowed \$2,000 apiece. There are 28 who get a salary of \$2,000. The division deputies number 429. Now, these deputy collectors run from \$2,000 as low as \$50 a year. They are assistants in a stamp office. Twenty-eight get \$2,000, 5 get \$1,900, 38 get \$1,800—you do not want all of these figures?

Mr. LITTAUER. No; you have given us all the information. What, besides the collectors and deputy collectors, comes out of this appropriation you ask for of \$1,900,000?

Mr. YERKES. That pays the salaries and expenses of the collectors and their deputies and all clerks in their offices. The clerks are under civil service. There are 130 of those out in the collectors' offices, and it pays all those expenses, including the oleomargarine act approved May 9, 1902, and other expenses. That act required the appointment of some assistant deputy collectors, which increase the number a little bit. Now you will notice another thing. Now, there is an increase over the other, because it is absolutely necessary—your population is increasing—

Mr. LITTAUER. You received last year a considerable increase. Is that going to be sufficient for this year, or will you have a deficiency?

Mr. YERKES. I am going to try to make it sufficient.

Mr. LITTAUER. Why do you not think it will be sufficient?

Mr. YERKES. Well, I ought to have it simply for this reason: The

population of this country is increasing very rapidly, and the necessity of keeping the people in a fairly good humor by revenue-collecting officers, and to protect the Government against fraud by the presence and energy of those officers; and I have said before this committee every year in my judgment an increase of the traveling force out in the country would increase the revenue far beyond the expenses of this additional force, and I still think so, but I have refused the collectors to increase their deputy force right along because I have not the money to pay them with.

Mr. LITTAUER. Now, you had an additional force of clerks and other employees that during the current year you seemed to have cut down very materially, but you still want the same number of clerks that we have allowed you during the current year.

Mr. YERKES. Well, I will explain why that force was cut down. You gentlemen will remember that under your acts of 1901 and 1902 you provided a rebate on tobacco, for instance; you provided a rebate on all documentary stamps unused. Now, we handled in our bureau under those two acts, with reference to the rebate on tobacco, over 200,000 claims, resulting in the repayment of about \$7,000,000 or a little over.

Mr. LITTAUER. Now, is not that work completed?

Mr. YERKES. That work is completed.

Mr. LITTAUER. Why do you need these additional clerks, then?

Mr. YERKES. It is just additional work in the Bureau by reason of the increase of collections.

Mr. LITTAUER. Then this should be amalgamated right into the permanent force and not considered as an additional extra force?

Mr. YERKES. The majority of them are gone and have been discharged.

Mr. LITTAUER. But you tell me you have help now that you need permanently.

Mr. YERKES. Yes, sir; I do need them permanently, and I ask for \$250,000.

Mr. LITTAUER. From the statement the Commissioner has made here it would seem that the work is expanding to such a degree that these clerks who were considered originally as temporary will be necessary for the permanent establishment and probably be increased from year to year.

Mr. GILLETT. But I understood him to say that he discharged a lot of them?

Mr. LITTAUER. Because of special work. If you will notice here that appropriation was once \$650,000 and now it is down to \$250,000.

Mr. YERKES. It ran at \$650,000 for three years and then at \$550,000, and now I have dropped it down to \$250,000.

Mr. GILLETT. And those clerks are really permanently needed?

Mr. YERKES. That is not used alone for the payment of those clerks; it is used to pay the expenses of 20 additional revenue agents, it is used for the payment of a few additional clerks I keep in my office, it is used—

Mr. LITTAUER. Where is the statement of what it is used for?

Mr. YERKES. Is not the statement there in the Book of Estimates? I have got my own statement here of what I use them for: For salaries of clerks and other employees in the office of the Commissioner of Internal Revenue, salaries and expenses of 20 additional revenue

agents, and for other purposes, paying the salaries of additional deputy collectors in the district.

Mr. LITTAUER. Those 20 additional you want to reduce to 10?

Mr. YERKES. No, sir.

Mr. LITTAUER. That is the way the estimate reads.

Mr. YERKES. That same mistake was made last year. I do not know how that got in.

Mr. LITTAUER. The law gives you 20?

Mr. YERKES. The law gave me 20.

Mr. LITTAUER. And this provision for 20 additional making the only agents you are allowed to have?

Mr. YERKES. Yes, sir.

Mr. GILLETT. How long have you had these 20?

Mr. YERKES. In 1898, when you passed your war-revenue legislation, you gave to the Office of the Commissioner of Internal Revenue—my recollection is 30. Now, they were cut down to 20.

Mr. GILLETT. When, after the war?

Mr. YERKES. No, sir; during the war.

Mr. BINGHAM. You had 20 this year?

Mr. YERKES. Yes, sir.

Mr. BINGHAM. Now you cut them down to 10?

Mr. YERKES. No; I keep them at 20 just the same.

Mr. LITTAUER. You have had since the last legislation on the subject 40 agents.

Mr. YERKES. Yes, sir; and that is all.

Mr. LITTAUER. Will you need to have 40 agents permanently?

Mr. YERKES. Yes, sir; every one of them.

Mr. GILLETT. How are they paid?

Mr. YERKES. They are allowed from \$6 to \$7 a day according to my estimate of their earning capacity. Five agents spend their time in examining the offices of the collectors and the offices of the stamp deputy collectors to see that no moneys are being stolen there. These men get \$7 a day and are allowed \$3 a day for their expenses, and they are the poorest paid men in the country.

Mr. GILLETT. That is \$10 a day.

Mr. YERKES. They do a high class of work and they are high-grade men.

Mr. GILLETT. Is this high-grade work; is it not simply checking off?

Mr. YERKES. No, sir; he has to be a very fine accountant. He has to be a man of absolute integrity. He must be a man who knows how to deal with men. Mr. Clark, who was adjutant-general under McPherson and under General Grant, who was in Congress for four years, has been for years one of these gentlemen. Another one is an ex-member of Congress. Now, General Clark is 71 years of age. We have another ex-member of Congress from New Hampshire. I sent him to the Philippines because Governor Taft asked for a high-grade revenue man.

Mr. GILLETT. I should think they are pretty old to do this work.

Mr. YERKES. Mr. Haynes is only 63.

Mr. GILLETT. But you said the other man was 70.

Mr. YERKES. Clark is. Five of them are at that work following each other. I divide the United States into five examination districts and start one No. 1, and so on, and they have to report whether the collectors do their duty, whether the clerks are efficient, and they make

a full, elaborate report for our examination. Then I have the United States divided into a certain number of internal-revenue divisions, and a revenue agent in charge of each division, who looks directly after them for the prevention of fraud and also overlooks the conduct of the subordinate officials, storekeeper-gaugers and gaugers, and it is their work that brings in a great deal of money.

Mr. GILLET. How many are there of those?

Mr. YERKES. Of these subdivisions? Seventeen.

Mr. GILLET. You ask 40 in all?

Mr. YERKES. Then the others are stationed with these in charge assisting them and they get \$6 a day, while I allow to the men in charge \$7 a day.

Mr. GILLET. They are sort of assistants?

Mr. YERKES. Yes, sir. A day or two ago I was running over some matter in my office, and I found in compromised cases during this past year that I accepted as compromises \$83,200 for violations reported by those internal-revenue agents in charge of divisions. Now I find that these agents have reported for assessment during the fiscal year which ended June 30, 1903, about \$3,000,000 on our assessment list. Of course I do not know how much of that we will get.

Mr. GILLET. What do you call the assessment list?

Mr. YERKES. For instance, if we find a man selling whisky at wholesale, and he has not taken out a special-tax stamp, one of these agents reports him, and I put it on what is called the assessment list and report to the collector to collect that money: and if we find withdrawn, for instance, tobacco and cigars without paying the tax we assess with a tax and penalty. We assess those with a penalty, and it is those assessments that these men make.

Mr. BINGHAM. You do not go to law?

Mr. YERKES. Sometimes we have to.

Mr. BINGHAM. But as a rule?

Mr. YERKES. No. I have power to make assessments if I am within fifteen months. I am limited by the bar of the statute of limitations to fifteen months.

Mr. GILLET. Why should not the collectors' deputies discover these cases?

Mr. YERKES. They do assist.

Mr. GILLET. It is their duty just as much as these agents?

Mr. YERKES. Just as much, and they do assist, but they have a different type of work to look after; but so far as preventing the commission of frauds is concerned, that rests primarily with the revenue agents.

Mr. GILLET. I was wondering, because it looks to me you were covering the same field already with a different set of officers.

Mr. YERKES. No, sir; the collectors' duty primarily is to collect the revenue.

Mr. GILLET. And to prevent frauds on it?

Mr. YERKES. For instance, stamp deputy collectors sell stamps to a distiller and sell stamps to a tobacco manufacturer, but the revenue agent does not sell stamps; he has nothing to do with that. Of course, it is the duty of the different division deputy collectors to report any fraud that may be found.

Mr. GILLET. That is what the deputies are for.

Mr. YERKES. The deputies do that also, but their primary duty is to see that the collection laws are enforced in the districts with reference to the subordinate officials.

Mr. BINGHAM. He means to seeing that the stamps upon the goods are not canceled, and so forth?

Mr. YERKES. Yes; that is another thing. What they do is this: For instance, a distiller wants to open a distillery and go to work. The division deputy must go there and he must unlock the Government locks, he must see that his bond is given all right and that the revenue officials are there to do their work.

Mr. BINGHAM. What do you mean by subordinate officials?

Mr. YERKES. The storekeeper and storekeeper gaugers and gaugers. Now go to your State. Go, for instance, to the county of Lancaster and the county of York, which is filled with little tobacco manufacturers—

Mr. BINGHAM. And breweries.

Mr. YERKES. Yes, sir. The division deputy collectors in that district will spend virtually their entire time visiting those establishments and watching the records to see whether the tobacco manufacturers are keeping their records straight as to the amount of tobacco received in the leaf and the number of cigars sold, and if they can ascertain any fraud they report it.

Mr. TAYLOR. Your deputy collectors do the regular business of the department and the agents the irregular business of the department—catch up with frauds. That is the proposition?

Mr. YERKES. Yes, sir. You and I both know that local men are controlled by local prejudice and local favoritism and local influence, and therefore the force of revenue agents is not selected from the locality where they work.

Mr. GILLET. Are they sent out from here?

Mr. YERKES. No. I take a man from Pennsylvania and send him in West Virginia or Colorado. There is a Maryland man who is the agent in your city, General Bingham, at this time, Mr. Alexander. We do not keep them in their own localities nor do we keep the force under them selected from the State usually. They have none of that local control. The revenue agent's force is a very important force to the Commissioner.

Mr. GILLET. It is really a sort of detective force?

Mr. YERKES. Yes, sir; very largely.

Mr. LITTAUER. What is the proportionate expense of the revenue department to the collections made?

Mr. YERKES. Lower than in the history of any collection bureau in the world—2.07 per cent. I went over that whole matter just for my own information, and it is in my report.

Mr. BINGHAM. Lower than any in the world?

Mr. YERKES. I do not think there is any doubt about it.

Mr. LITTAUER. What reduction have you made within the last three or four years in those expenditures?

Mr. YERKES. I can give you those figures. The average percentage of cost of collection since the Bureau was formed is 2.86, and the percentage of cost for the past fiscal year was 2.07.

Mr. BINGHAM. And what is the cost of these agents?

Mr. YERKES. The total expenses of the revenue agents' force for the past fiscal year, including their salaries and expenses, was only \$121,569.

Mr. BINGHAM. How many people?

Mr. YERKES. About 40. Sometimes I do not have 40, because if a man dies it might be some time before I would find another one.

Mr. BINGHAM. Not over 40.

Mr. YERKES. Forty or less. Their salaries and expenses amount to \$121,569. Here is one item of \$83,000, cases they reported and which I compromised, which is about two-thirds of that expense, and then they have reported for assessment to my office during the fiscal year a little over \$3,000,000.

Mr. GILLETT. That does not mean that you are going to get it?

Mr. YERKES. No, sir; but I think it means that we will get the larger part of it, we generally do. Of course, there is a great deal we do not get.

Mr. LITTAUER. It must be a fairly strong case before it is reported?

Mr. YERKES. Yes, sir. Take the stills that they seize. They constitute the head of the raiding forces in North Carolina, Tennessee, Virginia, Philadelphia, and up in Portland, Me., where we seized a very large illicit still a few days ago.

Mr. LITTAUER. You do ask for an increase of 10 per cent for the salaries and the expenses of the agents?

Mr. YERKES. Yes, sir.

Mr. LITTAUER. How are you going to expend that amount of money?

Mr. YERKES. I am going to try and increase the salaries of those earning increases?

Mr. GILLETT. You do not ask to have these clerks classified?

Mr. YERKES. They are classified now; they are under the civil service.

Mr. GILLETT. I know. If they are provided for this way, you do not ask for so many clerks of class 1, 2, 3, etc.?

Mr. YERKES. No, sir.

Mr. GILLETT. Why do you not?

Mr. YERKES. If they are going to be made permanent I will arrange them that way.

Mr. LITTAUER. We estimate in lump sums for this Bureau?

Mr. GILLETT. The law says, "additional clerks and other employees to the office of the Commissioner of Internal Revenue." Why should not those be estimated for by classes just as the others are on page 80?

Mr. YERKES. I will tell you why I would let that run another year. I am not entirely through with the war-revenue work. We have this legacy inheritance tax; we have the refunds to the charitable and eleemosynary institutions, and we are still working on those cases, the tailings of the war-revenue tax. I drop these clerks just as rapidly as I can, and I think during the present year I will be able to drop three or four more of them.

Mr. GILLETT. And next year you will estimate in that way?

Mr. YERKES. Yes, sir; and ask to have the clerks in my office classified.

Mr. BINGHAM. How many are there?

Mr. YERKES. I can not give you the exact number, because last week I dropped out one. He died and I did not appoint anybody in his place. He had been working on legacies. That work is about completed.

Mr. GILLETT. But how many clerks?

Mr. YERKES. I think I must have fifty.

Mr. BINGHAM. And all the others under that appropriation are in the District?

Mr. YERKES. Yes, sir; at one time we had about 150 clerks.

Mr. BINGHAM. "For salaries and expenses of agents," I see you ask for \$200,000 more for 1905?

Mr. YERKES. Yes, sir.

Mr. BINGHAM. Why?

Mr. YERKES. That is for the salaries of the storekeepers and gaugers.

Mr. BINGHAM. As I understand, the salaries of the storekeepers and gaugers is fixed by statute?

Mr. YERKES. Fixed by statute, with some little discretion as to what they shall be. You might say virtually they are fixed by statute. It is impossible for any Commissioner to say what that sum will be; that is, the amount to be expended. The larger the amount expended the greater the revenue to the Government. These storekeepers and storekeeper gaugers are only paid when they are on duty.

Mr. BINGHAM. Per diem?

Mr. YERKES. Yes, sir. The longer they are on duty the more whisky is being produced, bonded, and withdrawn; more tobacco, more beer, and everything of that kind; so that the larger the deficit is you may know the larger the revenue has been to the Government. If I know we have a deficit of \$500,000, I know at once that we have been bonding and withdrawing an immense amount of spirits, because that uses these men, and they are only being paid when used. That is the reason I have a deficit of \$165,000 on that item.

Mr. BINGHAM. You have a deficit because of the grounds you have stated?

Mr. YERKES. Yes, sir.

Mr. BINGHAM. Do you assume that you will do as much work next year?

Mr. YERKES. Yes, sir.

Mr. LITTAUER. That per diem is fixed by law?

Mr. YERKES. Yes, sir; the gaugers are allowed to earn \$5 per day, provided they gauge so much spirits. The storekeeper gaugers average \$4, \$3, and \$2 a day.

Mr. LITTAUER. What part of this appropriation is spent for "miscellaneous expenses?"

Mr. YERKES. Very little.

Mr. LITTAUER. What do you call "miscellaneous expenses?"

Mr. YERKES. I will show you how little the amount is. The total amount expended for "miscellaneous expenses" was \$12,113.03.

Telephoning on public business	\$1. 05
Telegraphing on public business	455. 94
Locks for use at distilleries	2, 223. 10
Hydrometers used in gauging spirits	6, 035. 35
Weighing beams for use in weighing spirits	544. 29
Steel canceling dies	10. 50
Stationery for internal-revenue officers	479. 66
Laboratory supplies, saccharometers, and chemicals for testing sweet wine and oleomargarine; also books and periodicals for same	1, 894. 85
The Federal Reporter for the Office of the Commissioner of Internal Revenue and books for law library of internal revenue	264. 50
Traveling expenses of clerks and chemist under special orders of the Department	203. 79
Total	12, 113. 03

Mr. LITTAUER. Then it makes no difference how much we appropriate for this item; you can only use such an amount for per diem expenses as the business of the country demands?

Mr. YERKES. That is right. It does not give the Commissioner the right to expend one cent of that money except for the purposes named. Now, for instance, take the item, "Traveling expenses of clerks and chemist under special orders of the Department." I very often send the chemist, when they are trying a case, to testify in court. He has made the analysis in the case and is thoroughly familiar with it. I sent him to Atlanta. I sent the deputy commissioner, Mr. Williams, to North Carolina, to investigate a very important matter there. His traveling expenses were paid out of this fund, and yet for the whole year the item only amounted to \$203.79. That would include my expenses if the Secretary sent me away.

Mr. GILLET. As to the salaries and expenses of agents, on page 94, is that the same class of gaugers that you spoke of before, on the preceding page?

Mr. YERKES. Yes, sir.

Mr. GILLET. And that is the same class where you have the additional ones?

Mr. YERKES. No; the additional agents are paid out of the \$250,000 appropriation. These are the 20 regular agents.

Mr. GILLET. The same class?

Mr. YERKES. Yes, sir; with the exception of the older ones, who constitute the original 20. They are generally given the better positions, and these younger agents are put to work with them.

WEDNESDAY, *December 16, 1903.*

DEPARTMENT OF JUSTICE.

(See also p. 329.)

STATEMENT OF MR. ORIN J. FIELD, CHIEF CLERK, ACCOMPANIED BY MR. JOHN J. GLOVER, CHIEF OF DIVISION OF ACCOUNTS.

Mr. BINGHAM. Has the business of your Department increased during the present year?

Mr. FIELD. Yes, sir; it has increased very materially during the last few years.

Mr. BINGHAM. There has been no difficulty in operating the Department under the limitations of current law; I mean the general administration of your Department?

Mr. FIELD. No, sir.

Mr. BINGHAM. You have moved along smoothly?

Mr. FIELD. Yes, sir.

Mr. BINGHAM. You want three law clerks instead of two law clerks, an increase of one?

Mr. FIELD. The additional one is for an assistant to the examiner of titles. The work of the examiner of titles has increased very much during the last few years and he needs an assistant. He examines the

titles as to all buildings for public sites, etc., and the additional law clerk is for him.

Mr. BINGHAM. Where would he be assigned?

Mr. FIELD. In Washington.

Mr. LITTAUER. That work is not permanent. That work comes whenever we have a large number of buildings to erect.

Mr. FIELD. The examiner of titles has been in the Department ever since 1867, and the work has gotten so heavy that it is impossible for one man to keep up that branch of the service.

Mr. GILLET. Does he examine the titles for sites all over the United States for post-office buildings, custom-houses, etc.?

Mr. FIELD. The local men do that.

Mr. O'CONNELL. Permit me to explain that. I was the United States attorney in Iowa under President Arthur, and also under President Harrison. The United States attorney of each locality does that work and furnishes the abstract of title to the Attorney-General; but then you require the Attorney-General to give an opinion, and he has his own men, in his own office, go over the title and examine it after the United States attorney has reported upon it. That is the way it was done when I was the United States attorney.

Mr. BINGHAM. There is now being examined in Philadelphia the title for the property proposed to be purchased by the Government for a naval storehouse; and the papers in connection with that title all go to the United States district attorney for the eastern district of Pennsylvania. Does that title come to your office, and does one of your law clerks examine it personally?

Mr. FIELD. Yes, sir.

Mr. BINGHAM. In other words, you examine all titles to buildings purchased by the General Government?

Mr. FIELD. Yes, sir.

Mr. O'CONNELL. Under the law of Congress the Treasury Department or any other Department is not permitted to pay for ground for any purpose until the Attorney-General has given an opinion that the title is perfect, and therefore the Attorney-General will not act upon it until the examination is made in his office.

Mr. GILLET. As I understand it, the district attorney gives his opinion first?

Mr. O'CONNELL. Yes, sir.

Mr. GILLET. And then these law clerks, who ordinarily would not be as well acquainted with the situation as the district attorney, pass on it again?

Mr. O'CONNELL. Yes, sir; that is it precisely.

Mr. BINGHAM. In order that the law may be complied with, and that it may receive the approval of the Attorney-General?

Mr. O'CONNELL. It is not every district attorney who is a good real-estate lawyer and familiar with titles. A man is not selected to be district attorney for that purpose. We have excellent lawyers who are district attorneys but who are not real-estate lawyers. In the Department they have experts.

Mr. GILLET. Does this man go to the locality?

Mr. O'CONNELL. No, sir.

Mr. GILLET. That work is simply done by correspondence?

Mr. O'CONNELL. Yes, sir; he just goes over the papers.

Mr. GILLET. Then the examination is made by the papers?

Mr. O'CONNELL. The United States attorney does not do that, either. For instance, the parties who are selling the property to the Government furnish the abstract of title, and he goes over that. There were three public-building matters in my district when I was the district attorney, and I looked over the titles that they submitted. If I was not satisfied with it I returned it to them with my objections to it, and they endeavored to cure the defect. When I became satisfied I then submitted it to the Attorney-General, giving him my reasons, in writing, why I was satisfied. This law clerk goes over the papers and over my reasons, and oftentimes he is a better real-estate lawyer, better in dealing with titles, than the district attorney who sends in the papers. He is a specialist.

Mr. BINGHAM. You ask for five clerks of class 4 instead of three clerks of class 4. What is the cause of that increase?

Mr. FIELD. The last Congress created the division of accounts, or, rather, separated the division of accounts from the rest of the Department; and in doing so it leaves the grades in the remainder of the Department very uneven. I have a table which I would like to have made a part of the record.

Mr. BINGHAM. Does that table cover all the amendments here?

Mr. FIELD. The two amendments in class 4 and class 2.

The division of accounts, as now provided for, has—

4 clerks, at \$1,800.
5 clerks, at \$1,600.
6 clerks, at \$1,400.
6 clerks, at \$1,200.
2 clerks, at \$900.

—
23 clerks.

The remainder of the Department now has on its "regular roll"—

3 clerks, at \$1,800.
8 clerks, at \$1,600.
3 clerks, at \$1,400.
6 clerks, at \$1,200.
9 clerks, at \$900.

—
29 clerks.

The division of accounts has 2 clerks at \$900 out of 23, while the rest of the Department has 9 at \$900 out of 29.

The Civil Service Commission recently called attention to their difficulty in securing well-qualified male stenographers and typewriters at the lowest grades in the Departments, usually from \$660 to \$900, and suggested that men qualified as stenographers and typewriters be appointed at not less than \$1,000 to \$1,200.

Mr. BINGHAM. In other words, this proposition will provide for the additional clerks asked for, together with the increase of the present force's compensation?

Mr. FIELD. Yes, sir.

Mr. LITTAUER. What is this lack of balance?

Mr. FIELD. Last year the division of accounts became separate from the general part of the Department, and had certain salaries fixed for their clerks, and took them away from the rest of the Department; and that left the rest of the Department 9 clerks out of 29 clerks at \$900 a year each, while the division of accounts has only 2 clerks at \$900 each out of 33 clerks. This is simply to restore the same proper distribution of salaries among the different grades.

Mr. BINGHAM. Does that tabular statement show the additional clerks?

Mr. FIELD. No, sir; simply the clerks as they are at this time.

Mr. BINGHAM. The request for increase of force is not in your statement?

Mr. FIELD. No, sir; this is simply a statement showing the clerks as they are at this time.

Mr. GILLETT. The division of accounts was made at your suggestion?

Mr. FIELD. Yes, sir.

Mr. GILLETT. So that you could have made it range just as you pleased—it was not done under compulsion?

Mr. GLOVER. That was done last year. It was fully explained to the committee, both orally and in the estimates. The accounts division had lower rates of salaries at that time than they had in like divisions of the Auditor's office, and they are really lower now; and it was thought best to organize that division. That was also explained fully to the committee.

Mr. LITTAUER. Why have you found the necessity, in your short experience, for this increase of force?

Mr. GLOVER. I have not had any increase in my division at all.

Mr. BINGHAM. On page 239 it appears that you had three clerks of class 4, and you now ask for five clerks of class 4?

Mr. FIELD. Yes, sir.

Mr. BINGHAM. Why; what is the necessity for the additional clerks and increase of pay? Is it desired to distribute the promotions among the grades?

Mr. FIELD. Yes, sir.

Mr. BINGHAM. You ask \$3,000 for the disbursing work instead of \$2,750?

Mr. FIELD. Three thousand dollars was the amount asked for last year, but Congress granted only \$2,750.

Mr. BINGHAM. Is that an increase over the gentleman's salary before he became disbursing officer?

Mr. FIELD. Yes, sir; before that he received \$2,300.

Mr. LITTAUER. That was done last year?

Mr. FIELD. Yes, sir.

Mr. LITTAUER. We gave him an advance last year of \$450?

Mr. FIELD. Yes, sir.

Mr. BINGHAM. Have the disbursements increased very largely?

Mr. CAINE. The disbursements of the Department of Justice have increased very materially within the last year.

Mr. BINGHAM. As I understand, prior to your appointment as disbursing clerk you were at a compensation of \$2,300 a year.

Mr. CAINE. At \$2,500 a year and expenses.

Mr. BINGHAM. You had \$2,500 a year prior to your appointment as disbursing clerk.

Mr. CAINE. Yes, sir.

Mr. BINGHAM. You were the traveling agent of the Department.

Mr. CAINE. Yes, sir.

Mr. BINGHAM. And when the vacancy occurred, you were made disbursing officer?

Mr. CAINE. Yes, sir.

Mr. BINGHAM. You are now receiving \$2,750.

Mr. CAINE. Yes, sir.

Mr. BINGHAM. What did your predecessor receive?

Mr. CAINE. Twenty-three hundred dollars.

Mr. BINGHAM. Can you give any reason for this increase?

Mr. CAINE. In the first place I accepted the position at the urgent solicitation of the Attorney-General, losing money for myself, because I was making much more money as an examiner for the Department of Justice than I am as disbursing clerk.

Mr. BINGHAM. That was on traveling allowances?

Mr. CAINE. Yes, sir.

Mr. BINGHAM. What were the allowances?

Mr. CAINE. All of my legitimate expenses were allowed, no matter what they were.

Mr. BINGHAM. Which amounts in traveling largely to an independent living?

Mr. CAINE. Yes, sir.

I came here at the urgent solicitation of the Attorney-General. I did not know anything about the defalcation until I got to Washington, and Mr. Knox informed me that he very much desired to make me his disbursing clerk, and said that he would also do what he could to have my salary raised to \$3,000, which, as you will remember, he wrote you a letter about.

The disbursements of the Department of Justice have greatly increased, and we handle, in the Department of Justice, more accounts than are handled in any other Department, because we have 1,500 people on our pay rolls, which takes in every person in the judiciary in America, and also in the islands, and his time is absolutely all taken up, for the reason that we have no assistants in that Department, and there is not one day or one week when I can leave my office, because I have to stay there, as I am the only man who can sign a check.

Mr. GILLETT. You get no vacation, then?

Mr. CAINE. That is right; and I think it is nothing more than fair to give me what I ought to have, \$3,000. I think it is a very small salary for a man who disburses \$3,600,000. In addition to that, I give a bond of \$100,000, which costs me \$100; so, as a matter of fact, I only get \$2,650, rather than \$2,750.

Mr. BINGHAM. The item "Mail and files clerk, \$1,800," is new?

Mr. FIELD. Yes, sir. It is necessary, in order to have a clerk in charge of the mails and files of the Department—a sort of chief of division, as it were. Up to this time the Department has had one clerk in charge of and supervising the files and mails. We have grown very much in the past year, and we have become very much congested; and we have reached the stage where it has become necessary to have a competent man to supervise that work and be responsible for it.

Mr. BINGHAM. What is the number of subordinate force carried in this bill for your Department?

Mr. FIELD. The total number of clerks in the Department of Justice?

Mr. BINGHAM. Yes; every one under the Attorney-General.

Mr. COURTS. There are 132 subordinates under the Attorney-General.

Mr. GILLETT. You could appoint any clerk file clerk?

Mr. FIELD. Yes, sir.

Mr. GILLETT. Have you done so?

Mr. FIELD. No, sir.

Mr. GILLETT. And you could give him the same salary as any clerk?

Mr. FIELD. Yes, sir; we could call him a classified clerk, but we

thought it would be better to use the words "mail and files clerk," because then he would feel that he was responsible for that work and that it was his specialty.

Mr. GILLETT. Have you so designated him in the past?

Mr. FIELD. Only in a general way. The file room has been under the supervision of the chief clerk, but some one of the clerks must look after it, and it has grown to that extent that it is impossible for the chief clerk to give it his attention.

Mr. LITTAUER. Then the work will be that of a clerk of class 4?

Mr. FIELD. Yes, sir. In the other departments the chiefs of files and mail receive all the way up to \$2,500.

Mr. BINGHAM. You make an increase of two clerks of class 3, and then you strike out the two stenographic clerks at \$1,600?

Mr. FIELD. Yes, sir.

Mr. BINGHAM. What is the cause of that transfer?

Mr. FIELD. It is merely to omit the grade of stenographic clerk. That was used when stenography was in its infancy.

Mr. BINGHAM. About the clerks of class 2, do you take them up anywhere?

Mr. FIELD. The same remark made in regard to the clerks of class 4 applies to the clerks of class 2. The two go together.

Mr. BINGHAM. You ask for one additional clerk of class 1?

Mr. FIELD. That is an effort to secure a secretary to an Assistant Attorney-General. There is now in the Department one vacancy in the office of Assistant Attorney-General which will be filled very shortly, and when it is filled I have no clerk to assign him as his clerk and private secretary.

Mr. BINGHAM. That is an increase of one clerk?

Mr. FIELD. Yes, sir.

Mr. LITTAUER. You have one vacancy in the position of Assistant Attorney-General?

Mr. FIELD. Yes, sir. It was created at the time Mr. Hoyt was appointed Solicitor-General. His place has not been filled. When that place is filled I will not have anybody to assign him for his secretary.

Mr. BINGHAM. The item "Telephone operator, \$900," is new?

Mr. FIELD. Yes, sir.

Mr. BINGHAM. Is that what causes the reduction to 8 copyists?

Mr. FIELD. No, sir; that item is entirely new. The Department has a private telephone exchange, and is now paying the telephone operator as a laborer out of a lump appropriation.

Mr. LITTAUER. This telephone operator is necessary to run the switchboard?

Mr. FIELD. Yes, sir.

Mr. GILLETT. You are now using a laborer for that purpose?

Mr. FIELD. Yes, sir. All the departments have telephone operators, and their salaries vary from \$900 to \$1,200.

Mr. BINGHAM. You reduce the number of copyists from nine to eight?

Mr. FIELD. That decrease of one comes up on the transfer of two clerks of class 4 and two clerks of class 2. We drop out four, and then we ask for three more, which makes a net decrease of one.

Mr. GILLETT. What do you pay the copyists?

Mr. FIELD. Nine hundred dollars a year. If you will observe the

bill carefully you will see that while it shows a reduction of one, that by transferring four to higher grades we have asked for more clerks. One is in the office of the late Major Strong. His work has grown, and he ought to have one other clerk. We propose to start him at the lowest rate, \$900. Two are for the assistant attorneys.

Mr. GILLET. But you are not going to jump them from \$900 to \$1,800?

Mr. FIELD. No, sir. The plan was to promote them all the way up.

Mr. BINGHAM. You ask for two messengers instead of one messenger?

Mr. FIELD. That is a repetition of the item asked for last year. It is a mere promotion.

Mr. BINGHAM. Because you reduce the number in the lower force?

Mr. FIELD. Yes, sir.

Mr. BINGHAM. No increase of force, but simply an increase of pay?

Mr. FIELD. Yes, sir.

Mr. BINGHAM. You ask for one assistant engineer at \$840?

Mr. FIELD. That is a promotion for a man who is now working as a fireman, but who is also an electrician, and who does a great deal of electrical work in the Department wiring and taking care of the telephones.

Mr. GILLET. What salary does a fireman get?

Mr. FIELD. \$720. He has been there a great many years, and it seems proper to ask for that slight increase in his pay.

Mr. BINGHAM. That is the reason there is a decrease in the number of firemen.

Mr. FIELD. Yes, sir.

Mr. BINGHAM. And this man is competent to take care of the engineer work?

Mr. FIELD. Yes, sir; and all the electrical work.

Mr. BINGHAM. As well as the heating work?

Mr. FIELD. Yes, sir.

Mr. BINGHAM. You increase the compensation of the superintendent of the building from \$250 to \$500. What does that mean?

Mr. FIELD. The chief clerk is, ex officio, the superintendent. The salary of \$250 was fixed in 1882.

Mr. BINGHAM. What does the superintendent do?

Mr. FIELD. He has charge of all the buildings occupied by the Department of Justice—charge of their care, and is the custodian. That is in addition to his duties as chief clerk.

Mr. BINGHAM. What does the chief clerk receive?

Mr. FIELD. Twenty-five hundred dollars.

Mr. BINGHAM. And you want to increase this man's salary to \$3,000?

Mr. FIELD. Yes, sir. In all the Departments, with the exception of the Department of Justice and the Department of Agriculture, the chief clerk receives, altogether, \$3,000; and this was asked for in order that his salary might be made the same as that of the other chief clerks.

Mr. BINGHAM. In other words, you want your chief clerk to be put on the same footing with the chief clerks in other Departments?

Mr. FIELD. Yes, sir.

Mr. BINGHAM. The next item is, "additional to one clerk of class 4, as bookkeeper, \$200." What is the necessity for that?

Mr. GLOVER. That is for a man who is not only a bookkeeper in the

accounts division, but who makes up all the estimates for the Department. He is in charge of all the requisitions made on the Department for money—holds a very responsible position and fills it exceedingly well. He is a very competent man.

Mr. BINGHAM. How many years have you been in that Department?

Mr. GLOVER. Since 1894. Previous to that I was in the Treasury Department from 1882.

Mr. BINGHAM. You went from the Treasury Department to the Department of Justice?

Mr. GLOVER. Yes, sir.

Mr. BINGHAM. How many years has this man been in the Department?

Mr. GLOVER. Ten or twelve years. He has been the chief bookkeeper for five or six years, and is a very competent man.

Mr. BINGHAM. The next item is "Purchasing and supply clerk, \$1,800."

Mr. GLOVER. That is the man who buys all the supplies and sends them out to the United States marshals, district attorneys, etc.

Mr. LITTAUER. Who has been doing that work in the past?

Mr. GLOVER. This same man. This is simply a promotion; he is now receiving \$1,600.

Mr. BINGHAM. How much do the disbursements amount to?

Mr. GLOVER. About \$30,000.

Mr. BINGHAM. For all over the country?

Mr. GLOVER. Yes, sir; from Alaska to Hawaii.

Mr. BINGHAM. Wherever there is a district attorney for the United States?

Mr. GLOVER. Yes, sir.

Mr. LITTAUER. You want to increase your force by one as well as promote this man?

Mr. GLOVER. Yes, sir; for the reason that I want to keep a better system of bookkeeping as to all these supplies. As I said, they are sent all over the United States wherever there is a United States court, and it is a big job to keep track of all those things and not let them go astray.

Mr. BINGHAM. How long has it been since your force was increased?

Mr. GLOVER. It has been decreased one or two men within the last two or three years; that is, they were given other work in the Department. Some were taken away from our office and assigned to other work. That was before the division was set off by itself.

CONTINGENT EXPENSES, DEPARTMENT OF JUSTICE.

Mr. BINGHAM. For "Contingent expenses of the Department of Justice" you ask for an increase of \$1,000. Will you have any deficiency under the current law?

Mr. FIELD. Yes, sir.

Mr. BINGHAM. Very much of a deficiency?

Mr. FIELD. The original appropriation was \$750 and the deficiency \$200. For the current year the regular appropriation was \$1,000, which is already exhausted.

Mr. LITTAUER. What occasion has there been for a deficiency?

Mr. FIELD. Because the appropriation is really not large enough to carry the department along.

Mr. LITTAUER. Who passes on that question?

Mr. FIELD. The chief clerk has charge of the expenditures out of this fund.

Mr. LITTAUER. Then you do not feel bound by this limitation?

Mr. FIELD. Up to 1902 the deficiency was \$750. In 1902 the deficiency was \$3,000 and for 1903 it was \$2,000. It will certainly be that much this year. This last year we rented an additional building and we had to furnish it. As you know, \$1,000 will not furnish very many offices.

Mr. GILLETT. What will you want it for next year? You will not have any new buildings.

Mr. FIELD. We have two or three offices that will have to be furnished very soon, and there is the constant repairing of file cases and bookcases.

Mr. BINGHAM. Your report gives those expenditures in detail?

Mr. FIELD. Yes, sir.

Mr. BINGHAM. About the item "For books of law library," will there be a deficiency in that item?

Mr. FIELD. No, sir; I do not think there will be any deficiency.

Mr. LITTAUER. Why do you want the increase?

Mr. FIELD. That is to enable the department to keep up with the purchase of law books, text-books, and law reports from year to year.

Mr. LITTAUER. You are getting along this year with \$2,500. Why do you ask for \$3,000 next year?

Mr. FIELD. If that is all that is allowed, we will try to get along; but we can use \$3,000 to very good advantage.

Mr. BINGHAM. Do you need this stationery increase? Will there be a deficiency?

Mr. FIELD. Probably not; I could not say at this time. Last year there was a deficiency.

Mr. BINGHAM. Do you think you can live within the limitations?

Mr. FIELD. I think so, but it is very close.

Mr. BINGHAM. We want it close.

Mr. FIELD. We usually have a deficiency of anywhere from five to eight hundred dollars.

Mr. BINGHAM. But you never had a deficiency when you were given \$3,000?

Mr. FIELD. This is the first year we have had that.

Mr. BINGHAM. But I have asked you the question if you will have any deficiency and you answered you thought not.

Mr. FIELD. In 1902 the total expenditure was \$3,400 and in 1901 \$3,100.

Mr. BINGHAM. For miscellaneous expenditures, etc., you ask an increase of \$500. Will you expend the appropriation if given you?

Mr. FIELD. Yes, sir.

Mr. BINGHAM. Fully?

Mr. FIELD. In 1902 there was a deficiency on that item of \$2,000, and 1903, \$5,000.

Mr. LITTAUER. What is the nature of the expenditures?

Mr. FIELD. For telegraphing, telephone service, additional lights, electric lights.

Mr. BINGHAM. Repairs to buildings come under that?

Mr. FIELD. Repairs of building are a great deal, and especially in

our present rented quarters we are constantly in need of repairs and alterations.

Mr. BINGHAM. You are having work done all the time?

Mr. FIELD. Yes, sir.

ENFORCEMENT OF ANTITRUST LAWS.

Mr. LITTAUER. Come, now, to the special item of \$500,000 appropriated for work relating to trusts. How much of that has been expended?

Mr. CAINE (disbursing clerk). \$22,138.46.

Mr. LITTAUER. That has been expended up to the present time?

Mr. CAINE. Yes, sir.

Mr. LITTAUER. You have had, however, only one case, the merger case?

Mr. CAINE. But you must remember Mr. Day is paid out of this appropriation and Mr. Purdy and these confidential clerks and——

Mr. LITTAUER. The attorneys are paid?

Mr. CAINE. Yes, sir.

Mr. FIELD. The fixed expenditures are as itemized there.

Mr. LITTAUER. \$15,200 a year are the items fixed?

Mr. FIELD. Yes, sir.

Mr. LITTAUER. Then those salaries should properly be taken out of that sum and be put in the permanent appropriations of the Department?

Mr. FIELD. Yes, sir; and here is a letter of the Attorney-General transmitting that estimate, if you care to have it.

Mr. GILLET. Is there any account of the way in which the \$22,000 is spent—a detailed account?

Mr. FIELD. Certainly.

Mr. LITTAUER. These expenses are for how many months?

Mr. CAINE. From the last of March until the first day of December. Of course it does not include the payment I made yesterday.

Mr. GILLET. Can you send us a statement of that?

Mr. FIELD. Yes, sir. You will observe the fixed salaries are \$15,000, which leaves only about \$8,000 above the fixed salaries which have been paid for as attorneys' fees.

Mr. BINGHAM. Official transportation, including purchase, keep, and the shoeing of animals, etc., you ask \$500 more. Since we have given you \$3,000 in the past three years you have not been in deficiency, but each year you have asked \$3,500. Can not you live under the present appropriation?

Mr. FIELD. There has been no deficiency in the past two years.

Mr. BINGHAM. For three years.

Mr. GILLET. What is in the way of purchase of animals and wagons?

Mr. FIELD. That is for the Department. We keep, I think, five horses, two carriages, and two mail wagons.

Mr. GILLET. What are the horses and carriages for? Is that for the Attorney-General?

Mr. FIELD. It is for his carriage and one for the Solicitor-General, and two mail wagons for the Department's business, and then for the keep of horses, harness, shoeing, etc.

Mr. BINGHAM. I suppose it is the same item that runs to the other

Departments—for rent of buildings, etc. I suppose your buildings are under annual contract?

Mr. FIELD. Yes, sir.

Mr. BINGHAM. I suppose the appropriation for 1904 you exhaust this year?

Mr. FIELD. Yes, sir; the appropriation is only what the contracts call for.

Mr. BINGHAM. And you continue in these buildings?

Mr. FIELD. Yes, sir.

Mr. BINGHAM. And therefore the appropriation should be made the same as the current year?

Mr. FIELD. I believe there is an increase of \$2,400, is there not?

Mr. BINGHAM. I think we understand this.

OFFICE OF THE SOLICITOR OF THE TREASURY.

STATEMENT OF MR. M. D. O'CONNELL.

Mr. O'CONNELL. I ask that one clerk of class four be made a law clerk at \$2,000. He has been at this work for fifteen years. He succeeded a \$1,800 clerk fifteen years ago when the work was lighter, and now I ask that he be made a law clerk at \$2,000.

Mr. BINGHAM. Why do you not make him a law clerk?

Mr. O'CONNELL. I do. I put him in here as a law clerk. I estimate for two law clerks at \$2,000, and reduce the number of \$1,800 clerks by one. That is the only change I have. He is a very efficient man. There is one other point I have submitted year after year and I want to call attention to it, although I have asked over and over for this—that we have one year \$2,000 appropriated for our library. We keep up a dozen sets complete in our library, but we have a great many sets that were kept up until—

Mr. BINGHAM. Law books?

Mr. O'CONNELL. Law books; and \$300 is a small appropriation for those books.

Mr. BINGHAM. You have persistently asked for \$2,000?

Mr. O'CONNELL. We want it, not year after year, but we want it to fill out the sets.

Mr. BINGHAM. Does not \$300 help you?

Mr. O'CONNELL. No; I have not added a volume to a dozen different sets of law books since I have been there—in five or six years—nor did my predecessor.

Mr. BINGHAM. What do you call these sets?

Mr. O'CONNELL. I mean the reports of the different States. As an illustration, so you will get an idea, in the last year, under the direction of my office, we commenced 3,930 suits in the different States. Those were commenced under my direction. Now we have to know the law in the different States, or ought to, and we can not keep up our reports. The reports have increased so that the \$300 appropriation each year—well, I take out some of the States and keep them up. I keep up Pennsylvania, Massachusetts, and New York, and I keep up various States, but that is all. Now I think it would be wise to do that once. Of course I would not need the same appropriation every year, but I have asked for it year by year for the last five or six years that I have been in Washington. I have asked it and you have not

thought it best to give it to me. But, I would like to have you consider it for what it is worth.

Mr. LITTAUER. Two thousand dollars would complete your sets?

Mr. O'CONNELL. It would fill out the various sets that are now of very little use, because when you have reports of a State up to within twenty years ago and nothing for twenty years it is of no use.

WEDNESDAY, *December 16, 1903.*

HOUSE OF REPRESENTATIVES.

CLERK'S OFFICE.

STATEMENT OF MR. ALEXANDER McDOWELL, CLERK HOUSE OF REPRESENTATIVES.

Mr. BINGHAM. Office of the Clerk, printing and bill clerk, assistant disbursing clerk—that is simply a change of name. In other words, you want an increase of \$1,000 there in salaries?

Mr. McDOWELL. That is for the committee to say.

Mr. LITTAUER. Is that increase dependent upon the increase in the House, the greater amount of money involved, etc.?

Mr. McDOWELL. Yes, sir; there is more money disbursed, and that is a very important office. The disbursing officer of the House handles all the money of the House—that is, of the employees—and my disbursing clerk is an ex-president of a national bank.

Mr. BINGHAM. What do you disburse a year?

Mr. McDOWELL. Well, I do not know, but I think over a million dollars.

Mr. BINGHAM. These gentlemen being cashier and assistant cashier?

Mr. McDOWELL. Yes, sir.

Mr. BINGHAM. Fourteen hundred dollars for assistant in disbursing office; what is that?

Mr. McDOWELL. That is the man Thomas, the messenger. He is really a messenger, and all the other messengers have \$1,000. He is a man who has only lost three days in the last year—

Mr. BINGHAM. Where do you get the \$1,400?

Mr. McDOWELL. Oh, that is another Thomas. I got them mixed.

Mr. BINGHAM. Tell us why you want to give this \$1,400?

Mr. McDOWELL. I do not want it; I did not ask it, and I do not know who put that in.

Mr. BINGHAM. "The attendant in charge of" you make "additional laborer in bathroom, \$1,000." You simply change the name.

Mr. McDOWELL. No; that is an assistant's place.

Mr. BINGHAM. No; you do not ask an increase; it is verbiage. It is now "one attendant in charge of bathroom" that is crossed out and in lieu of you have put "additional laborer in bathroom, \$1,000."

Mr. McDOWELL. He is the man in charge of the electrical appliances.

Mr. BINGHAM. Robert Richardson and William Richardson. Do you want the names out?

Mr. McDOWELL. The condition of that thing is, to-day Robert Richardson is unable to do one minute's work; he is not at the bathroom and can not be there.

Mr. GILLETT. What is the matter with him?

Mr. McDOWELL. He has had three or four strokes of paralysis.

Mr. BINGHAM. Who does his work?

Mr. McDOWELL. We put in an assistant. The Committee on Accounts put in a man the other day.

Mr. BINGHAM. And let this man draw his salary?

Mr. McDOWELL. Yes, sir.

Mr. BINGHAM. And he does no work?

Mr. McDOWELL. No, sir; I am not here to defend holding him; but he is a man who has been on the rolls here in the bathroom, I presume, for twenty-odd years.

Mr. TAYLOR. Thirty years.

Mr. McDOWELL. Probably thirty years, and he has been a faithful man, and it seems a little tough to kick him out on the cold, cold world.

Mr. BINGHAM. Do you want this to remain as it is?

Mr. McDOWELL. I think that would be a Christian thing to do.

Mr. BINGHAM. Now, we have the following letter:

CHIEF CLERK'S OFFICE, HOUSE OF REPRESENTATIVES,
Washington, D. C., December 7, 1903.

Hon. JAMES A. HEMENWAY,

Chairman Committee on Appropriations, House of Representatives.

SIR: I respectfully request that the salary of the messenger in the Chief Clerk's office be increased from \$720 per annum to \$1,200 per annum. This messenger is the only one in the employ of the House of Representatives receiving less than \$1,200 per annum for similar work, and his duties are arduous and hours of service long; he is also kept on duty during the entire recess of Congress.

Yours, very truly,

WM. J. BROWNING, *Chief Clerk.*

He now receives \$720. What do you ask for him?

Mr. McDOWELL. Twelve hundred dollars. He is the man who only lost three days in the entire year, and he is more than a laborer.

Mr. BINGHAM. He is your second self?

Mr. McDOWELL. He is second assistant clerk, an assistant to the Chief Clerk.

Mr. GILLETT. What does he do?

Mr. McDOWELL. He carries messages, and in the absence of the Chief Clerk he could do the work there.

Mr. GILLETT. There are a lot of messengers who do not get \$1,200?

Mr. McDOWELL. No; I think not.

Mr. BINGHAM. In the House. Mr. Lyons, have you messengers under you?

Mr. LYONS. Yes, sir.

Mr. BINGHAM. What do they get?

Mr. LYONS. A thousand dollars.

Mr. CASSON. I have a messenger at at \$1,200, but he is a bonded officer and carries the money from the Treasury.

Mr. McDOWELL. I presume \$1,000 would be enough.

Mr. BINGHAM. Does that finish your wishes?

Mr. McDOWELL. Then I would like to call the committee's attention to a matter. What we do need is a janitor in the enrolling room. Now, I have 12 clerks there and 3 index clerks, and we have no janitor, and it is a loss of money to have those clerks clean the cuspidors and sweep up, and we really need a janitor there.

Mr. GILLETT. How is it about the janitors? There are lots of janitors who do not have much to do. Why could not there be some sys-

tem by which the present janitors could take care of the different rooms?

Mr. McDOWELL. Oh, there is. Mr. Lyons will have one janitor to take care of three or four rooms.

Mr. GILLETT. That comes under Mr. Lyons?

Mr. McDOWELL. Yes, sir; but this is a job of itself, and we need a janitor.

Mr. BINGHAM. How many men are there in there?

Mr. McDOWELL. Twelve clerks and 3 index men. It is a large room.

Mr. TAYLOR. What pay do you propose?

Mr. McDOWELL. Seven hundred and twenty dollars.

Mr. GILLETT. It would only take a man an hour or two a day to do it.

Mr. McDOWELL. More than that. I could not do it in a day, as active as I am.

Mr. BINGHAM. Then you ask for a janitor for the enrolling room at \$720. What else?

Mr. McDOWELL. I would like to call the committee's attention to a matter. I do not ask it, but I want them to take notice of it, and that is to provide a third reading clerk. You remember how we had to bring in auctioneers and everybody else last spring, and the work there at times is really more than two men can do.

Mr. BINGHAM. What is the decision of the Speaker there?

Mr. McDOWELL. I do not know.

Mr. LITTAUER. How many years have you had two reading clerks?

Mr. McDOWELL. Ever since the organization.

Mr. LITTAUER. Has there ever been in your recollection any such break down as there was last year?

Mr. McDOWELL. Yes, sir; we had one in the Fifty-third Congress that wore our reading clerks out.

Mr. LITTAUER. What compensation do they get?

Mr. McDOWELL. Thirty-six hundred dollars.

Mr. GILLETT. This has never occurred, I suppose, except for a short time at the end of a session.

Mr. LIVINGSTON. You can supplement them by getting somebody temporarily.

Mr. McDOWELL. It is very hard to get an outside man to go in and do the reading properly. They are very scarce.

Mr. LIVINGSTON. Then make one of the Committee on Rules do it; they are responsible for it.

Mr. McDOWELL. This is a matter that I just call up for you to discuss among yourselves.

Mr. BINGHAM. If you think it of serious consequence, suppose you consult the Speaker and let us know within a day or two.

Mr. McDOWELL. I will do that.

DOORKEEPER'S OFFICE.

STATEMENT OF MR. F. B. LYONS, DOORKEEPER OF THE HOUSE OF REPRESENTATIVES.

Mr. BINGHAM. What do you ask as an additional force?

Mr. LYONS. I ought to have three more assistant superintendents in the document room.

Mr. BINGHAM. What are they?

Mr. LYONS. Assistants in the document room.

Mr. BINGHAM. Are they all called superintendents?

Mr. LYONS. They are called assistant superintendents.

Mr. BINGHAM. How many have you now?

Mr. LYONS. I have a force of nine including these superintendents.

Mr. BINGHAM. How many of what you call assistant superintendents?

Mr. LYONS. Eight, and I ought to have three more.

Mr. BINGHAM. What is the compensation of these men?

Mr. LYONS. The superintendent gets \$2,000, and the assistants run from \$1,600 to \$1,000. One thousand dollars is the smallest salary.

Mr. BINGHAM. You want three additional?

Mr. LYONS. We ought to have three, at \$1,000, additional. If you gentlemen have been out there you will see that room has been entirely overhauled.

Mr. BINGHAM. Has the work increased?

Mr. LYONS. Yes, sir. It has been entirely fitted up with this new case work and the increased representation of 29 members—

Mr. BINGHAM. Does not the case work calculate to facilitate your work?

Mr. LYONS. It does not.

Mr. BINGHAM. It seems to me to be fitted up for making calls more quickly.

Mr. LYONS. But our work is never up when the House meets at 12 o'clock, or bills distributed in the boxes of the members. There are boxes provided for every member, and also for the newspapers.

Mr. GILLETT. What time do the bills get in?

Mr. LYONS. Between 9 and 10 o'clock, and they will average near 10 o'clock. They come from the Printing Office by wagon, and it is supposed to start at 9 o'clock, but very often it gets here at 10 o'clock; and I have no janitor for that department.

Mr. GILLETT. Do these men have any work between sessions?

Mr. LYONS. Yes, sir.

Mr. GILLETT. I mean as a body.

Mr. LYONS. Not all of them.

Mr. GILLETT. Do they exchange vacations?

Mr. LYONS. Yes, sir.

Mr. GILLETT. You run that so as to give each a fair share of vacation?

Mr. LYONS. Yes, sir; there are two men here always. I have to have them on account of the requests of members for bills and documents.

Mr. BINGHAM. Does that cover your wants?

Mr. LYONS. No. In connection with the work, too, I would like to have the old document room proper, up under the Dome of the Capitol, put back under my jurisdiction. Those documents belong to my department and are invoiced by me.

Mr. BINGHAM. Where is that?

Mr. LYONS. Up in the Dome of the Capitol.

Mr. LITTAUER. How was it changed?

Mr. LYONS. It was changed last year by resolution, I think, and provided in the legislative bill and put under the Superintendent of the Capitol.

Mr. LITTAUER. What does it contain?

Mr. LYONS. Old bills. Mr. Woods has nothing whatever to do with them, as I am absolutely responsible for them.

Mr. BINGHAM. Your responsibility runs to those documents?

Mr. LYONS. Yes, sir.

Mr. BINGHAM. Do you ever have calls for research?

Mr. LYONS. Lots.

Mr. GILLETT. What is up there?

Mr. LYONS. Old bills and such things. Some very valuable documents are up there, some very valuable files.

Mr. GILLETT. You claim that that is within your jurisdiction?

Mr. LYONS. Yes, sir; and the documents are under my jurisdiction.

Mr. LIVINGSTON. Why were they moved? What was the reason given for it?

Mr. LYONS. I never understood why they were moved, but it was provided for by a resolution of the Committee on Accounts, and it was brought up here and it was recommended favorably and it took it away from my jurisdiction and put it under Mr. Woods.

Mr. LITTAUER. Do you understand Mr. Woods looks after them at all; it is not his part of the work.

Mr. LYONS. That is the point. I do not think Mr. Woods has any objection at all.

Mr. BINGHAM. As I understand, these attendants or watchmen attached to that place are downstairs?

Mr. LYONS. Yes, sir; I do not know anything about them. I understand they are in the Rotunda of the Capitol.

Mr. BINGHAM. Are you making any claim for these watchmen?

Mr. LYONS. None whatever.

Mr. BINGHAM. Your claim is simply three appointments, at \$1,200 each; and now they have charge of the old documents?

Mr. LYONS. Yes, sir; and for which I am responsible.

Mr. BINGHAM. Is there anything else?

Mr. LYONS. No; I have no requests, but I have some suggestions I would like to make.

Mr. BINGHAM. Go on.

Mr. LYONS. One is the barber shop. I have had very earnest requests to make that an exclusive shop for the use of the members.

Mr. BINGHAM. I do not think we can do anything with that.

Mr. LYONS. It can be done by an order. I am asked that if it be done they be given an increase of salary. There is an erroneous impression that they receive \$100 a month, but they receive \$75; in fact they only get paid \$50, and they pay for all their own supplies.

Mr. BINGHAM. They are pretty busy. Have you any idea what they make?

Mr. LYONS. Yes, sir.

Mr. BINGHAM. Do they want the exclusion of the public?

Mr. LYONS. No, sir; they do not. They make—

Mr. BINGHAM. Have you heard complaints of members that they had to wait?

Mr. LYONS. Yes, sir; and by the union trade in the city in regard to shaving on Sunday. They put a detective on one Sunday and found they shaved 36 people, and I was waited on by a delegation of the barbers' union, asking me to bring it before the proper committee.

Mr. GILLETT. I understand they do not pay for those fixtures. For instance, that electric machine—

Mr. LYONS. Oh, no; I am talking about supplies. They buy all their supplies, soap, etc. They are not furnished any of those things.

Mr. BINGHAM. Those things all come from the pockets of those men, who get \$600 a year, but they have no rent, or light, or fuel.

Mr. LYONS. My other suggestion is—

Mr. BINGHAM. That is a better guaranty than the clubs give their barber shops.

Mr. LITTAUER. What really do they get, \$50 or \$75?

Mr. LYONS. Fifty dollars a month; they are annual places.

Mr. LITTAUER. And they buy all their supplies down there?

Mr. LYONS. They buy everything; yes, sir.

Mr. LITTAUER. How much do they get for a shave?

Mr. LYONS. I think 15 cents.

Mr. GILLETT. Do they get \$50 a month when Congress is not in session?

Mr. LYONS. Yes, sir; they take care of the halls of the House.

Mr. BINGHAM. Any other suggestions?

Mr. LYONS. I have in regard to the property that is under my charge. I would like to have that changed by legislation. I have nothing to do whatever with buying, selling, or condemning a thing.

Mr. BINGHAM. Who does it?

Mr. LYONS. The chief clerk and Mr. Woods together, and still I am held responsible and have to invoice everything.

Mr. BINGHAM. Who is he?

Mr. LYONS. Mr. Browning. There was new legislation in the last Congress, or the Congress before, I think, that he can not buy anything without submitting it to Mr. Woods.

Mr. LITTAUER. What do you want?

Mr. LYONS. That I should not be held responsible for this property when I do not sell or condemn or buy anything.

Mr. BINGHAM. You are responsible for it, and it makes no difference who buys it.

Mr. LYONS. It is absolutely impossible to get a correct invoice of the furniture under this system. It can not be done.

Mr. BINGHAM. I can understand that.

Mr. LYONS. If Mr. Woods or Mr. Browning had it, when he bought a desk it would go at once on the invoice, and when he sold a chair he could take it away from it.

Mr. BINGHAM. When you came in possession as Doorkeeper of this House did you get an invoice?

Mr. LYONS. Yes, sir; I did.

Mr. BINGHAM. Did you verify it?

Mr. LYONS. I did.

Mr. BINGHAM. To what extent was it deficient?

Mr. LYONS. Oh, a good deal; lots of stuff.

Mr. BINGHAM. And you accepted the deficiency?

Mr. LYONS. I had to; I had to accept what I found.

Mr. BINGHAM. Are you under any bond?

Mr. LYONS. No, sir.

Mr. GILLETT. I understand that at the end of a session little things—inkstands and all those things—disappear from committee rooms and that they have to get new ones the next session. It is a small matter, but there is no reason why that should be.

Mr. LYONS. None whatever. I am under a rule of the House to keep an inventory—

Mr. BINGHAM. You do not think there is any statute?

Mr. LYONS. No, sir; I do not think there is.

Mr. BINGHAM. This has been the custom for years?

Mr. LYONS. As far back as I can trace it.

Mr. BINGHAM. How will you turn it over to your successor?

Mr. LYONS. I should turn it over to Mr. Browning and Mr. Woods. Mr. Browning could keep it accurately and could start on a right basis. If he buys a typewriter for the Committee on Appropriations it can be charged up against them, and if he sold a table he can take it away from it, but I know nothing about what is bought or sold or condemned.

Mr. BINGHAM. Do they submit a memorandum of what they buy or sell?

Mr. LYONS. None whatever.

Mr. BINGHAM. How do you know whether anything has strayed away or not?

Mr. LYONS. I do not. I simply go and make a list and submit it to the House. It is worth the salary of the Doorkeeper of this House to keep track of typewriters. I do the best I can and I think I have been as accurate in this as it is possible under this system.

Mr. LITTAUER. The invoice has no value, it is simply a paper?

Mr. LYONS. I could not swear to its accuracy at all.

Mr. BINGHAM. You do not want the responsibility?

Mr. LYONS. No; I do not think it is right that I should have it.

Mr. BINGHAM. You think it ought to be with the Chief Clerk of the House?

Mr. LYONS. Yes, sir.

Mr. BINGHAM. Is there anything else?

Mr. LYONS. I do not know whether you want to hear anything about the janitors for these committees. You know the appointing power is with the chairmen.

Mr. GILLET. You have charge of them?

Mr. LYONS. No, sir; they are appointed by the respective chairmen, and after the death of Congress there is nobody in charge of them.

Mr. GILLET. After he is appointed, does he not come under you?

Mr. LYONS. In fact, after the 4th of March a year, when this Congress dies, nobody has any jurisdiction. For instance, Mr. Loud went out of Congress and Mr. Heatwole, and those janitors stayed around the corridors of the Capitol and worked around here at different places.

Mr. GILLET. Why could not all be put under control of the Doorkeeper?

Mr. LYONS. Somebody ought to have charge of them after the death of a Congress.

Mr. GILLET. I do not see why you should not all the time. You would never infringe upon what a chairman wanted?

Mr. LYONS. No, never; those two gentlemen tended bar at the Alhambra brewery and got \$60 a month here.

Mr. BINGHAM. How many committees have janitors?

Mr. LYONS. Twenty-seven.

Mr. LITTAUER. The verbiage here says "and shall perform all the duties heretofore required of messengers detailed to said committees by

the Doorkeeper," so in years gone by the Doorkeeper must have detailed these men.

Mr. LYONS. Every now and then we would assign doorkeepers.

Mr. BINGHAM. We will see what we can do with the proposition.

OFFICE OF SERGEANT-AT-ARMS.

STATEMENT OF MR. HENRY CASSON, SERGEANT-AT-ARMS, HOUSE OF REPRESENTATIVES.

Mr. CASSON. I want to recommend very earnestly an increase of the pay of the teller from \$2,150 to \$2,500. He is responsible for all the money that comes in. If there is any shortage made in paying out he has to pay it.

Mr. GILLETT. Does he lose anything that way?

Mr. CASSON. He lost half a month's salary one day through the mistake of a member.

Mr. BINGHAM. Who has the place?

Mr. CASSON. Mr. Estey, the paying teller. He is a bonded officer.

Mr. BINGHAM. What do you want him to have?

Mr. CASSON. Twenty-five hundred dollars.

Mr. GILLETT. How often do mistakes happen?

Mr. CASSON. They are not very often, but it is a strain on him, as he has been there every day in the year. He is there Sundays as well.

Mr. GILLETT. Why is he there Sunday?

Mr. CASSON. He comes there for the accommodation of people, especially when the House is in session, and he is a general all-around useful man and takes care of the members in every way possible.

Mr. GILLETT. Why does he be there during the vacation?

Mr. CASSON. Oh, he pays during vacation.

Mr. GILLETT. I thought it was done altogether by checks during vacation.

Mr. CASSON. No, indeed.

Mr. BINGHAM. What do his losses amount to in a year?

Mr. CASSON. Not more than \$100 or \$200 a year.

Mr. BINGHAM. And he makes that up?

Mr. CASSON. He makes that up out of his own pocket.

Mr. BINGHAM. He is the teller, and he is accountable for errors?

Mr. CASSON. Yes, sir.

Mr. BINGHAM. And there is always a deficiency at the end of the year?

Mr. CASSON. I know one day he lost \$74. They crowd in there 25 or 30 at a time and they ask him to make change, and members' checks come in the window, and it is a wonder to me he is not out every day.

Mr. GILLETT. In the banks they never make a mistake, as a rule.

Mr. CASSON. They do not have such a rush at the banks.

Mr. GILLETT. They have twice the rush they have here.

Mr. LITTAUER. What do you disburse?

Mr. CASSON. Two and a half millions. Mr. Moody stated, in his opinion, it was the cheapest run disbursing office, compared with others, that he knew anything about in Government service. That was at the time his committee examined it, and that, I think, you will find to be the fact.

Mr. BINGHAM. I understand the character of disbursements they

make, the drafts and the innumerable demands we make upon them for small sums and large sums, and in the disbursement of two and a half million dollars it seems to me a couple of hundred dollars in error is very little.

Mr. CASSON. These checks drawn on the office range from 25 cents up.

Mr. BINGHAM. Have you anything else to suggest?

Mr. CASSON. Yes, sir. Under the Superintendent of the Capitol Building and Grounds there are two watchmen provided for, at \$900 each. I think one of those should be under the Sergeant-at-Arms of the Senate and the other under the Sergeant-at-Arms of the House, as we have all the other watchmen, and we are responsible for the policing of the building.

Mr. BINGHAM. Who are these two watchmen now under?

Mr. CASSON. They are under the Superintendent of the Capitol Building and Grounds you have just referred to in talking with Mr. Lyons.

Mr. BINGHAM. Why were they put under the Superintendent of the Capitol; the other watchmen in the building are under you and the Sergeant-at-Arms of the Senate?

Mr. CASSON. Yes, sir; I do not know anything about these men and do not know where to find them. We can use them; we have places to assign them to if we have them.

Mr. BINGHAM. Is there anything else?

Mr. CASSON. I think that is all.

OFFICE OF SUPERINTENDENT U. S. CAPITOL BUILDING AND GROUNDS,
Washington, D. C., December 18, 1903.

Hon. HENRY H. BINGHAM,

Committee on Appropriations, House of Representatives.

SIR: In relation to the conversation with you concerning the status of four persons employed by the House of Representatives, under my supervision, namely, two attendants House document room, two watchmen, etc., all located in the old library space attic, I deem it appropriate to file this communication with the Committee on Appropriations for their information.

The legislation providing for the first two of the above-named employees originated in this Office, and the reasons therefor are set forth in the letter of the Superintendent dated March 8, 1902, directed to the chairman of the House Committee on Accounts. This committee considered the recommendation of the Superintendent, reported favorably thereon to the House, and the committee resolution providing for the two attendants was adopted. Herewith attached will be found House Report No. 1477 and House Resolution No. 196, for the information of the committee.

Subsequent to the above proceedings, and after the reconstruction of Statuary Hall had been completed, it was found that a portion of the attic over the old library space could be assigned to the House document room. It was so assigned, and is now occupied. Similar action was taken with reference to the Senate library, which now occupies the attic space north of the center line of this part of the building.

Later, noting the fact that under the terms of the resolution No. 196 the persons employed could hold office not longer than March 4, 1903, and further noting the character of the files and documents in place, suitably arranged in substantial shelving, I deemed it advisable to recommend to the Committee on Appropriations, that the legislative bill then under consideration make further provision for the care of the House files by the permanent employment of the two attendants referred to under resolution No. 196. I also requested that two additional employees at \$900 per annum (technically known as watchmen) be added.

Both recommendations met the approval of the committee, and in the legislative bill approved February 25, 1903, in the list of House employees under the direction of the Superintendent of the Capitol Building and Grounds, permanent provision was made as follows: " * * * For service in old library portion of the Capitol: Two attendants at the rate of one thousand two hundred dollars each, and two watchmen at the rate of nine hundred dollars per annum each, * * * "

The two attendants render service to the House document room and the two watchmen are responsible for the exclusion of the public from the attic space, as well as performing other general service in connection with this part of the building, as may from time to time be directed by this office.

Very respectfully,

ELLIOTT WOODS,
Superintendent U. S. Capitol Building and Grounds.

[House Report No. 1477, Fifty-seventh Congress, first session.]

The Committee on Accounts, to whom was referred the resolution (H. Res. No. 196) authorizing the Speaker to appoint two persons, whose duty it shall be, under the direction and supervision of the Superintendent of the Capitol Building and Grounds, to properly arrange and temporarily be the custodians of the documents formerly stored in the gallery of Statuary Hall and now in the old Library space, said persons to be paid out of the contingent fund of the House at the rate of \$100 per month, have the same under consideration and recommend its adoption with the following amendment:

At the end of the resolution insert the word "each."

The necessity for the temporary appointment of two persons to perform the service contemplated by the resolution is shown by the following letter from the Superintendent of the Capitol Building and Grounds, and for the reasons therein stated your committee report the resolution favorably, to wit:

OFFICE SUPERINTENDENT U. S. CAPITOL BUILDING AND GROUNDS,
Washington, D. C., March 8, 1902.

SIR: During the reconstruction of the roof of the central portion of the Capitol a number of important files of the House document room were removed from place to place as conditions warranted, their present resting place being the loft space over the House section of the old Library space. In view of the fact that these files need protection and some little arrangement and can not be placed elsewhere until the coming summer, two intelligent persons should be placed in charge of them, for the purposes named. As such persons should not leave the premises during the hours when the space is unprotected, I do not see how any one of the present employees of the House document room could be spared for the purpose, and I can not offer the necessary protection from any funds under the control of this office.

I would thank your committee to consider the circumstances, and if agreeable, to visit the location of these files and provide temporarily for the care of the same. I think the services would not exceed four or five months, and on account of the character of the work a compensation of \$100 per month each does not appear to me to be excessive.

Further, as the files are at present under a sort of protection and responsibility accepted by this office, the person appointed should be placed under the direction of the same. I therefore suggest the following resolution:

"Resolved, That there shall be appointed by the Speaker of the House of Representatives two persons whose duty it shall be, under the direction and supervision of the Superintendent of the Capitol Building and Grounds, to properly arrange and temporarily be the custodians of the documents formerly stored in the gallery of Statuary Hall and now in the old library space, said persons to be paid out of the contingent fund of the House at the rate of one hundred dollars per month each."

Very respectfully,

ELLIOTT WOODS,
Superintendent Capitol Buildings and Grounds.

HON. MELVILLE BULL,
*Chairman of the Committee on Accounts,
House of Representatives.*

[House Resolution No. 196, Fifty-seventh Congress, first session.]

Resolved, That there shall be appointed by the Speaker of the House of Representatives two persons whose duty it shall be, under the direction and supervision of the Superintendent of the Capitol Buildings and Grounds, to properly arrange and temporarily be the custodians of the documents formerly stored in the gallery of Statuary Hall and now in the old library space, said persons to be paid out of the contingent fund of the House at the rate of one hundred dollars per month.

THURSDAY, *December 17, 1903.*

DEPARTMENT OF COMMERCE AND LABOR.

STATEMENT OF HON. GEORGE B. CORTELYOU, SECRETARY, ACCOMPANIED BY MR. JAMES R. GARFIELD, COMMISSIONER BUREAU OF CORPORATIONS; MR. FRANK H. HITCHCOCK, CHIEF CLERK, AND MR. WILLIAM L. SOLEAU, DISBURSING AND APPOINTMENT CLERK.

Mr. BINGHAM. I find in the appropriation for the current year that you have \$1,667,690; that is what you are running under now?

Secretary CORTELYOU. I think that is right; yes, sir.

Mr. BINGHAM. You are running your office on that basis?

Secretary CORTELYOU. Yes, sir.

Mr. BINGHAM. As I understand, the great body of this subordinate force has been transferred from the old condition to the law creating your office?

Secretary CORTELYOU. Yes, sir.

Mr. BINGHAM. Can you tell us from what Departments they were transferred?

Secretary CORTELYOU. Mainly from the Treasury Department.

Mr. BINGHAM. Was not the Census Office under the Interior Department?

Secretary CORTELYOU. Yes, sir.

Mr. BINGHAM. That is a big bureau?

Secretary CORTELYOU. Yes, sir.

Mr. BINGHAM. The Bureau of Corporations came from where?

Secretary CORTELYOU. That is new.

Mr. BINGHAM. Where did the Bureau of Labor come from?

Secretary CORTELYOU. It came from outside—an independent bureau.

Mr. BINGHAM. The Light-House Board came from the Treasury Department?

Secretary CORTELYOU. Yes, sir.

Mr. BINGHAM. The Bureau of Manufactures is new?

Secretary CORTELYOU. Yes, sir.

Mr. BINGHAM. The Bureau of Statistics and the Bureau of Standards came from the Treasury?

Secretary CORTELYOU. Yes, sir. Then we have the Fish Commission, an independent bureau.

Mr. BINGHAM. Your item of increase is over a million dollars, in round numbers, which you desire carried into this bill. Wherein do you propose to broaden your field of work? Just tell us, as briefly as possible. In other words, what are you going to do with the additional \$1,000,000, if we give it to you?

Mr. LITTAUER. Permit me to make a suggestion, General Bingham. There are practically two branches, the old and the new developments that come with the estimates of the Department of Commerce and Labor. Please take them up separately, in order that we may understand the situation.

Secretary CORTELYOU. I understand that in the Light-House Service alone each year they have asked for a certain sum, and have had appropriated a sum about one-third of what was asked for; and so in

my estimates for the Light-House Service I have asked what they have asked for for several years. In my own office it is practically a new establishment; the division of the Secretary's office, the Bureau of Corporations, the Bureau of Manufactures, and several new divisions that I have asked for, I can explain those very fully and in detail.

Mr. BINGHAM. Those provisions are for the development of the work now going on?

Secretary CORTELYOU. Yes, sir.

Mr. BINGHAM. You speak of the Light-House Board. Are you not aware that those increases were requested and refused by the committee?

Secretary CORTELYOU. As far as I have been able to look into the matter, I felt that I must take the opinion of the Light-House Board.

Mr. BINGHAM. Your increase there is only from \$45,000 to \$50,000.

Secretary CORTELYOU. That is simply the salaries; the Light-House Establishment at large—

Mr. COURTS. The appropriation is carried in the sundry civil appropriation bill.

Mr. BINGHAM. The Light-House Service is carried in the sundry civil appropriation bill, and that does not come in this bill.

Secretary CORTELYOU. I understand.

Mr. BINGHAM. Where do you broaden your usefulness? For instance, take the Census Office, a large office, where you have \$685,000 under current law, and had 659 subordinate force. You increase that appropriation to \$738,000 this year, and yet at the same time decrease the force. Is that simply increases of salaries?

Secretary CORTELYOU. You know we have a large sum of \$450,000 that we are drawing upon now, aside from this particular sum; and we are simply asking for a definite sum in lieu of the two sums out of which we are now getting money.

Mr. BINGHAM. What is that \$450,000 fund?

Secretary CORTELYOU. That was an unexpended balance which was reappropriated last year.

Mr. BINGHAM. Did that come in a deficiency bill?

Secretary CORTELYOU. No; the unexpended balance was just reappropriated.

Mr. LITTAUER. For whatever use the Census Office wished to put it to.

Secretary CORTELYOU. What is asked is simply for the working of the present force, and the taking of the manufactures census next year. They are now engaged on the Philippine census.

Mr. BINGHAM. Suppose we take these matters up somewhat in detail. Your Department becomes a very large establishment for this kind of work. The appropriation now is \$1,667,000 in round numbers, and you lift it up more than \$1,000,000.

Secretary CORTELYOU. Yes, sir.

Mr. BINGHAM. How does your Department come to require that expenditure?

Secretary CORTELYOU. The estimated cost of the pay roll for my immediate office from December 16, 1903 (that was yesterday), to the end of the fiscal year, June 30, 1904, based on the value of the pay roll yesterday, would be \$60,130.

Mr. LITTAUER. Does that include everyone connected with the Department of Commerce and Labor in what we call the Secretary's office?

Secretary CORTELYOU. Yes, sir. The amount appropriated was \$50,000. The amount transferred from the Treasury Department was \$11,640, making in all that we had \$61,640. The disbursements to the 15th of December, 1903, were \$32,639.31. That would leave a balance of \$29,000.69, a deficiency of \$31,129.31.

Mr. LITTAUER. Do you mean by that that you have employed so much more force?

Secretary CORTELYOU. I mean that to get to the end of the fiscal year we will need that amount of money. Of course we will employ no one without an appropriation.

Mr. LITTAUER. I do not quite understand.

Secretary CORTELYOU. I am going to explain that. I will say that there are now serving in the various offices clerks detailed from the bureaus of the Department generally. The estimated cost of the detailed clerks for the period from December 16, 1903, to June 30 next is \$18,710. It is desirable that these positions be filled by regular appointments, in order that these clerks may be returned to the bureaus to which they are regularly assigned.

Mr. LITTAUER. About your Department?

Secretary CORTELYOU. Yes, sir. The total deficiency would then become \$49,839.31.

Mr. LITTAUER. At the end of this fiscal year?

Secretary CORTELYOU. Yes, sir. I would like to go on. I have had prepared a statement showing the amount estimated as necessary for the payment of salaries in the office of the Secretary of Commerce and Labor during the fiscal year beginning July 1, 1904, the amount appropriated for use during the current fiscal year on account of bureaus transferred and included in the said estimates, and the positions transferred to the Department of Commerce and Labor from the Treasury Department, with the amount of the appropriation for salaries transferred to those divisions.

In other words, for my own office I have estimated the amount for 1905 at \$240,100.

Laborers authorized during the current fiscal year in bureaus transferred, and included in above estimate, \$20,860.

Charwomen authorized during the current fiscal year in bureaus transferred, and included in above estimate, \$10,320.

Mr. LITTAUER. For the Secretary's office.

Secretary CORTELYOU. For the whole Department. The control of the charwomen centers in my own office.

Positions authorized in the Treasury Department for the current fiscal year, and transferred to the Department of Commerce and Labor under act of March 3, 1903, one clerk class 4, one clerk class 2, one copyist, one cabinetmaker, etc., the few employees we got from the Treasury, \$11,640.

The amount appropriated for salaries to June 30, 1904, less the salaries of Commissioner of Corporations, Deputy Commissioner of Corporations, chief clerk of the Bureau of Corporations, and Chief Bureau of Manufactures, \$85,500; in all, \$128,320, the net increase in the estimates for 1905 over the appropriations for 1904 being \$111,780.

Mr. BINGHAM. If you will look at this table you will find an item of \$240,000; that you have expended \$100,000 this year?

Secretary CORTELYOU. That is an appropriation to enable the Secretary to employ special agents.

Mr. BINGHAM. Here is an item of \$6,800. What is that for?

Secretary CORTELYOU. That is for a little division that has been in the Interior Department for the care of the census records. That is already in existence, and must be taken care of. They have a number of the old census records.

Mr. BINGHAM. You take care of them?

Secretary CORTELYOU. Yes, sir.

Mr. BINGHAM. What do you do with them?

Secretary CORTELYOU. They have to be indexed and bound.

Mr. BINGHAM. It is not simply watchful care?

Secretary CORTELYOU. No, sir.

Mr. BINGHAM. But is also a care whereby you are doing clerical work in the sense of completing the work so as to give you sum totals in figures, etc., for your own convenience?

Secretary CORTELYOU. Yes, sir.

Mr. LIVINGSTON. What records are those?

Secretary CORTELYOU. The old census records, cared for in the Interior Department.

Mr. LIVINGSTON. Back of 1900?

Secretary CORTELYOU. Yes, sir.

Mr. LIVINGSTON. How far back?

Secretary CORTELYOU. Away back; all the preceding censuses.

Mr. BINGHAM. Then this money is virtually spent for protection?

Secretary CORTELYOU. Yes, sir.

Mr. LIVINGSTON. A year or two ago we discussed the propriety of destroying those records. What have you to say as to that?

Secretary CORTELYOU. I have discussed that subject several times with the Director of the Census. He is not prepared to recommend that, and we are still conferring about it.

Mr. BINGHAM. You are asking for \$255,000, as against \$50,000 appropriated for this year for "contingent expenses." What will you do with that \$255,000?

Secretary CORTELYOU. That is the contingent fund of the Department, for the entire Department. Our plan is to consolidate all the contingent funds of the various bureaus in my office for the sake of economy, and to enable us to have a supervision. We are doing that as far as we can. We buy in large quantities, and keep a watchful eye on the contingent expenses throughout the Department.

Mr. BINGHAM. That is an exceedingly large item. What do you mean, in detail?

Secretary CORTELYOU. I have explained that very fully in the estimates. I have put in a note in the estimates, on page 119. It is not an increase; it is very fully explained, and it is actually needed. The only change is that we take it into my own office.

Mr. BINGHAM. The next item is \$75,000.

Secretary CORTELYOU. That is for rent. That is a very small increase. Our rentals are \$60,000 in round numbers.

Mr. BINGHAM. Why do you ask for more?

Secretary CORTELYOU. The Director of the Census asks for \$10,000 for necessary growth.

Mr. BINGHAM. Is the Director of the Census in your office now?

Secretary CORTELYOU. No, sir.

Mr. BINGHAM. The Census Office is an outside bureau?

Secretary CORTELYOU. Yes, sir. He asks \$10,000, and we ask for

an increase of \$5,000. We can not tell what will happen in the fiscal year, and we may need some little room: and \$5,000 is a very small estimate.

Mr. BINGHAM. Now we come to the Bureau of Corporations, etc. That is entirely new?

Secretary CORTELYOU. Yes, sir; with the establishment of the Department.

Mr. BINGHAM. You are not doing any work there yet?

Secretary CORTELYOU. Yes, sir.

Mr. BINGHAM. I suppose you have begun that work under what you might call "contingent?"

Secretary CORTELYOU. Oh, no.

Mr. BINGHAM. Have you considered the \$400,000 transferred from the Census Office as a fund that you could draw on for anything in your Department?

Secretary CORTELYOU. No, sir.

Mr. BINGHAM. It is confined simply to the Census Office?

Secretary CORTELYOU. Yes, sir; right in the Census Office.

Mr. SOLEAU. Under the law the Secretary may detail clerks from the Census Office to his own office.

Mr. BINGHAM. Then, by an indirection, you get the use of it?

Secretary CORTELYOU. Yes, sir.

Mr. BINGHAM. Because, if you have no transfer of force you must increase the force.

Secretary CORTELYOU. There was appropriated \$50,000 for the employment of clerks in my office.

Mr. BINGHAM. This \$111,000 was expended in the Bureau of Corporations?

Secretary CORTELYOU. Yes, sir.

Mr. BINGHAM. Now, we come to the per diem and salaries of special agents, \$200,000?

Secretary CORTELYOU. Yes, sir.

Mr. BINGHAM. Is that simply for the Bureau of Corporations?

Secretary CORTELYOU. Yes, sir.

Mr. BINGHAM. Wholly independent of the special force in your office?

Secretary CORTELYOU. Yes, sir.

Mr. BINGHAM. And that is explained in your estimates?

Secretary CORTELYOU. Yes, sir; very fully; and in the report.

Mr. BINGHAM. Now we come to the Bureau of Manufactures. That is new?

Secretary CORTELYOU. Yes, sir; that is not organized. We have not had any clerks in that Bureau.

Mr. BINGHAM. You think you will organize it between now and the end of the present fiscal year?

Secretary CORTELYOU. This estimate is for the next fiscal year.

Mr. BINGHAM. The next item is the salaries of the Bureau of Labor?

Secretary CORTELYOU. That is what they have now.

Mr. BINGHAM. You stand on the expenses of the special agents?

Secretary CORTELYOU. Yes, sir.

Mr. BINGHAM. The other is simply incidental?

Secretary CORTELYOU. Yes, sir; that is what they have now.

Mr. BINGHAM. As to the contingent expenses, why do you not take them up with the other large item?

Secretary CORTELYOU. We do not estimate for that at all.

Mr. BINGHAM. As to the Light-House Board, you ask for an increase of \$6,000. Do you think that is necessary?

Secretary CORTELYOU. I do. It is needed.

Mr. BINGHAM. The Bureau of Navigation asks for very little, only one clerk.

Secretary CORTELYOU. The increase there, I think, is fully explained in the note. That is on account of the statutory provision.

Mr. BINGHAM. As to the Bureau of Standards, you increase that item \$13,000—from \$74,000 to \$87,000?

Secretary CORTELYOU. Yes, sir.

Mr. BINGHAM. Then there is the additional item for materials and apparatus. You ask, as I understand, for only \$90,000, as against \$110,000 given last year, and also \$10,000 for fuel, light, etc.

Secretary CORTELYOU. Yes, sir.

Mr. BINGHAM. And you ask nothing for contingent expenses, because, I presume, that is covered in the other item?

Secretary CORTELYOU. Yes, sir.

Mr. BINGHAM. Grading, construction of roads and walks—what is that for?

Secretary CORTELYOU. That is for work around the new property.

Mr. BINGHAM. Now we come to the salaries for the Census Office, and while you decrease that force to 653, as against 659, you increase your sum total of appropriations to \$738,000 from \$685,000—\$53,000.

Mr. HITCHCOCK. The Director of the Census has recommended an increase in the salaries of the chief statisticians.

Mr. SOLEAU. In the original establishment for the permanent census you will find that they appointed the bulk of the clerks at \$1,000 and \$1,200, thinking that was the best policy at that time. They now find that the clerks become dissatisfied, as there is no chance for advancement, and that their good men are gradually drifting away by transfers to other Departments, where there is more chance for advancement because the salaries are graded—so many at \$2,000, so many at \$1,800, so many at \$1,600, so many at \$1,400, so many at \$1,200, and so on—giving a chance for a man to be advanced as a vacancy is created above. With the clerks all at \$1,000 and \$1,200, when a man reaches \$1,200 he is at the end of his ambition, with the appropriations standing as at present. So the Director's desire in that matter to have them graded, as they are in all the other bureaus and in all the other Departments, so that when vacancies occur at the top good men may be advanced to them, and by that means keep his best clerks and help the condition of his Bureau.

Mr. BINGHAM. Suppose that this committee should determine, as a policy, that there should be no increase of salaries, can you not administer your Department as acceptably as your predecessor?

Secretary CORTELYOU. I do not think that rule ought to be applied to a new department.

Mr. LITTAUER. The Census Bureau is not a new bureau.

Secretary CORTELYOU. It has to harmonize with the conditions in a new department.

Mr. LITTAUER. In what way?

Secretary CORTELYOU. Precisely this way: We have to have the incentive of promotion in the department and we have to have the opportunity, which Mr. Soleau has explained, for young men to rise,

otherwise they will go out of this department. If we do not give the young men a chance they will go out of the department or into other businesses.

Mr. LITTAUER. How many transfers have there been this last year from the Bureau of the Census to the other Departments?

Mr. SOLEAU. So many that the Director of the Census has asked the Secretary to make as many unfavorable recommendations as possible.

Mr. LITTAUER. Can you tell us how many?

Mr. SOLEAU. No, sir.

Mr. LITTAUER. Have there been many resignations?

Mr. SOLEAU. No, sir.

Mr. LITTAUER. Please get that information as to transfers and resignations and send it to us.

Mr. BINGHAM. For the special agents there is an increase from \$160,000 to \$450,000?

Mr. SOLEAU. They have consolidated two of their former appropriations and the whole amount comes to that. Now, some of the special agents are being paid out of this balance of appropriation made available until the 30th of next June. After that time, unless that money is reappropriated, they must either be dispensed with or they must be provided for in another way.

Secretary CORTELYOU. We are now drawing on this \$450,000; and in lieu of that—we will lose that at the end of the fiscal year—we are now making provision for the new conditions.

Mr. BINGHAM. You are not expending that?

Secretary CORTELYOU. No, sir.

Mr. BINGHAM. You will have a balance?

Secretary CORTELYOU. Yes, sir.

Mr. SOLEAU. If you will figure in the unexpended balance of the Census Office appropriation you will find that there is a net decrease in expenses, taking into consideration the laborers, etc., of over \$8,000.

Mr. LITTAUER. In all probability the \$160,000 will be expended and a good share of this unexpended balance?

Mr. SOLEAU. Yes, sir.

Mr. LITTAUER. How much that will be you can not tell at this time, because the year is going on; but you might be able to give us the figures from the 1st of July to the 1st of December?

Mr. SOLEAU. Yes, sir. Then, again, there is another factor to be considered. The law provides that the manufactures census shall be taken for 1905, and for that particular year that fund has got to be somewhat large on that account, in order that they may send men into the field throughout the United States and get the data which is to be collaborated and compiled.

Mr. BINGHAM. The next item is "Miscellaneous expenses." That is new for the census next year?

Secretary CORTELYOU. Yes, sir.

Mr. BINGHAM. Will you kindly send us a sum total, taking all your various departments, of what is called your special agents' force, the body of men that you propose to have under you doing special agents' work?

Secretary CORTELYOU. Of course there are special agents, so called, in the Bureau of the Census doing a very particular kind of work. The special agents that I have assigned to my own office, the Secre-

tary's office, go out into the field and collect the information for the whole Department.

Mr. BINGHAM. I want the number of that kind of special agents.

Secretary CORTELYOU. I have simply asked for \$100,000 for that purpose.

Mr. BINGHAM. I want to know how many special agents you are going to employ. Have you any knowledge of the force that you are going to employ next year?

Secretary CORTELYOU. I would not pretend to tell you the number, because they will have to be engaged at different salaries and go to different places.

Mr. BINGHAM. In order to submit a sum total you must have a basis.

Secretary CORTELYOU. I can give you that, but only in a general way.

Mr. LITTAUER. There are three or four places where special agents or examining agents are provided for. When we go over the bill in detail with the Secretary I am quite confident that he will be able to discuss those points more properly as to what he means to do with the force, and why he wants these sums estimated for.

Secretary CORTELYOU. The new special agents are only those asked for under this \$100,000 estimate. The others are attached to the Census Office, or in other places already provided for.

Mr. BINGHAM. Then the special agents you have doing duty as such are transferred from the old offices?

Secretary CORTELYOU. With the exception of those in the Bureau of Corporations, and those to be employed from the fund for which I have asked \$100,000. Of course, in asking for that force it would be a very difficult matter to say that we would employ fifteen or thirty. I might send one man to China. He would have a pretty difficult job, and he would have to have a special equipment, different from a man going somewhere else.

The salary would be different. It would be different from the salary for a man studying domestic conditions. It would be a pretty difficult matter to outline, at first, the number of people and the expenses; but if we had fifteen or twenty men drawing good salaries, with their expenses, \$100,000 would not be extravagant.

Mr. GILLET. I would like to ask the Secretary about one item, right here. In the appropriation for the current year you were given \$50,000 for specific salaries.

Secretary CORTELYOU. Yes, sir.

Mr. GILLET. Then, of course, those people have all been appointed, as I understand?

Secretary CORTELYOU. Yes, sir; with one or two exceptions.

Mr. GILLET. Like the Assistant Secretary?

Secretary CORTELYOU. Yes, sir.

Mr. GILLET. Then we could not come to a determination of what would be the proper scope of the work of the Secretary's office, and consequently, after a lot of discussion, we allowed you \$50,000 for clerk hire in your own office?

Secretary CORTELYOU. Yes, sir.

Mr. GILLET. And that \$50,000 was to include the clerk hire, if I remember right, from the organization of the Department to the 1st of July, 1904?

Secretary CORTELYOU. Yes, sir.

Mr. LITTAUER. You have submitted to us here your actual expenditures under that appropriation to December 15, 1903, and on the basis of the last pay roll have estimated the amount of expenditures for the year ending next July?

Secretary CORTELYOU. Yes, sir.

Mr. LITTAUER. And your conclusions are that there will be a deficiency of \$49,839, which includes \$18,000 for salaries to be paid new men which you desire to take in in place of those detailed from other bureaus to your Department?

Secretary CORTELYOU. Yes, sir.

Mr. LITTAUER. You were forced to exceed the appropriations given because of what state of circumstances?

Secretary CORTELYOU. What do you mean by "exceed?"

Mr. LITTAUER. The appropriations were \$50,000.

Secretary CORTELYOU. Yes, sir.

Mr. LITTAUER. You got \$100,000 to carry out your work, as you stated a moment ago. Fifty thousand dollars was the lump sum given you, with the understanding that "Congress was to assemble in December"—I think those were about the words—and if you needed more you were to come back to us. For the performance of what special work outside of the general plan of work in your Department has there been the necessity for this amount of clerical hire?

Secretary CORTELYOU. The various divisions in my office are simply organized on a skeleton basis. The clerks there have been compelled to work until 10 or 12 o'clock at night to keep up with the work; and we have had a great deal of trouble in keeping the details of the various Departments.

Mr. LITTAUER. Could you not get from the Census Office such details as you might wish, without in any way interfering with the appropriations obtained for your Bureau?

Secretary CORTELYOU. In answer to that may I read this? This will explain it.

Mr. LITTAUER. This is one point. I would say we felt, Mr. Secretary, that the Census Office had been placed in such shape, both by positive appropriation and the right to expend the unexpended balance, that from that Office you could get as many skilled clerks as might be required.

Secretary CORTELYOU. I felt that I could get considerable help there. I have had conversations with the Director of the Census from time to time, and they have asked for the clerks we have had on detail from that Bureau. Under date of November 28, 1903, Director North sent this letter:

CENSUS OFFICE,

Washington, D. C., November 28, 1903.

THE SECRETARY OF COMMERCE AND LABOR.

SIR: By reason of the increase in the work of this Bureau, growing out of the Philippine census and preparations for the census of the special classes, we have need for the services of all the clerks we can command. Mr. King, chief statistician, in charge of vital statistics, is especially anxious to regain the services of certain clerks detailed from this Bureau to other bureaus in the Department who are trained and expert in his particular work, namely, Riley G. Callahan, immigration; Charles E. Molster, disbursing office; William E. Whiteside, Light-House Board.

I have therefore the honor to request that the detail of the above-named clerks may be terminated at the earliest practicable date.

Very respectfully,

S. N. D. NORTH, *Director.*

Now, under date of December 3, he states this:

CENSUS OFFICE,
Washington, D. C., December 3, 1903.

THE SECRETARY OF COMMERCE AND LABOR.

SIR: I have the honor to acknowledge the receipt, though the chief clerk of the Department, of notification that the details of Messrs. William B. Sheibley, Fred. S. Avery, and Riley G. Callahan, clerks in this Bureau, have been extended for a period of ninety days.

This letter came from Mr. North, in which he asks that all of his clerks be returned, and I told him that it was impossible, that we must have them for our business.

MR. LITTAUER. Did you go through with him and detail the work these clerks were doing?

SECRETARY CORTELYOU. Yes, sir; we have gone over it very fully a number of times. The result of it was I told him I wanted to help him as much as possible, and if he would pick out three clerks he specially desired I would try and return them, but the others we must keep, and we looked them over and we found that we had to retain them. He said:

I desire to call attention to my letter of November 28, in which I requested that the details of three clerks therein named, one of whom was Mr. Callahan, might be terminated, on the ground that the Bureau of the Census was in immediate and pressing need of their services.

It now seems proper to add that the situation in the Census Office is such that we need the services of every available clerk upon our rolls. Under the order of the President this Bureau has recently undertaken the compilation of the Philippine census. This is a great and difficult work, comparable, in many ways, to the compilation of the decennial census of the United States, and nearly equal to a decennial census in the labor involved, when our comparatively small clerical force is taken into consideration. It is the desire of the Philippine Commission, as conveyed to me by Gen. Joseph P. Sanger, the director of the Philippine census, that the work of compilation shall be expedited as much as possible, and I am therefore transferring to this work all the clerks who can be spared from the routine work of the Office. In view of all the circumstances it seems to be my duty to recommend that all details from the clerical force of the Office shall be terminated at the earliest practicable date, and unless there is some imperative reason to the contrary, exceeding in its importance the reasons above indicated, in order that we may concentrate the entire available force upon the Philippine work.

I therefore respectfully ask your permission to withhold action upon the notice of extension of details in the cases above named until you shall have had opportunity to take into consideration the facts stated in this communication.

Very respectfully,

S. D. N. NORTH, *Director.*

MR. LITTAUER. From your own investigation in the matter of the Philippine census I believe that the Director there states that the work is going on comparably with our own decennial census here. What besides the enumerating of the population are they seeking to obtain there—any long line of questions such as are answered by an individual in the United States?

SECRETARY CORTELYOU. They have a list of inquiries, but I could not go into the details of it; the Director of the Census could.

MR. SOLEAU. One of the great troubles has been that the Spanish language has been used a great deal in compiling that work, and the schedules are in such a bad shape that they have had a great deal of trouble.

MR. BINGHAM. And your Bureau has had to do the compilation?

SECRETARY CORTELYOU. There has been a great deal of embarrassment generally.

Mr. BINGHAM. As a matter of fact, you have only drawn 22 men from the Census?

Secretary CORTELYOU. Yes, sir; and now he wants those back and has been insisting all along that they must come back. We have had great difficulty with him. Do you want to take up the items under the head of the Bureau of Corporations in order that Mr. Garfield may explain that?

OFFICE OF SECRETARY OF COMMERCE AND LABOR.

Mr. BINGHAM. We will come to that. Now we will go to page 245, office of the Secretary. First, confidential clerk, at \$2,000.

Secretary CORTELYOU. Yes, sir.

Mr. BINGHAM. That is new.

Secretary CORTELYOU. Yes, sir.

Mr. LITTAUER. Why do you call him confidential?

Secretary CORTELYOU. Simply because that indicates in a better way than any other the character of his work.

Mr. BINGHAM. Do the other departments have such an item?

Secretary CORTELYOU. Yes, sir.

Mr. BINGHAM. Are they outside of the civil service?

Secretary CORTELYOU. Yes.

Mr. BINGHAM. Is this one, too? The private secretary is.

Secretary CORTELYOU. The private secretary is outside.

Mr. BINGHAM. And there is another outside—a second one?

Secretary CORTELYOU. Yes, sir.

Mr. BINGHAM. This man will be outside the civil service; that is the purpose.

Mr. LITTAUER. This man will be first?

Secretary CORTELYOU. No; second.

Mr. LITTAUER. So, if we should appropriate here for that clerk, you could state, "I want a confidential clerk," to the Civil Service Bureau, and obtain one there out of your class 4. This is a salary of \$2,000.

Secretary CORTELYOU. Yes, sir.

Mr. LITTAUER. This matter of confidential clerks is something we have to guard against.

Secretary CORTELYOU. I want to say right there, in connection with their being outside, my private secretary and confidential clerk are in the classified service.

Mr. GILLET. Do most of the Departments have these?

Secretary CORTELYOU. Some have them, I do not think all of them have.

Mr. LIVINGSTON. How can you get a confidential clerk out of the classified service?

Secretary CORTELYOU. I ask for a clerk at \$2,000.

Mr. LIVINGSTON. That will not make him confidential, even if he gets \$40,000.

Secretary CORTELYOU. That is optional. I want the place fixed so that I can, under the law, go outside.

Mr. LITTAUER. You are able to get out of the classified service a man whom you are willing to have and call your confidential clerk?

Secretary CORTELYOU. I do; but if they can not give one, I want to have the privilege of selecting a man.

Mr. LIVINGSTON. Do you not want it so stated in the bill—confidential clerk, to be appointed at the will of the Secretary?

Mr. BINGHAM. Now, in the matter of your messengers.

Mr. LITTAUER. I would like to ask one more general question before you go to the bill. The law states that all increases in force and salaries should be submitted to Congress.

Secretary CORTELYOU. Yes, sir.

Mr. LITTAUER. And, secondly, wherever in the ordinary run of business an increase is asked for the word "submitted" is placed?

Secretary CORTELYOU. We intend to do that.

Mr. LITTAUER. In your force you have taken up the appropriation of \$50,000, and it has proved deficient?

Secretary CORTELYOU. Yes, sir.

Mr. LITTAUER. And now the question arises, Are these whom you consider your temporary force and to whose names you would add the word "submitted" in your estimate there, are they appropriated for now out of the \$50,000 or the \$50,000 and such deficiency as may be necessary to carry your work through?

Secretary CORTELYOU. They are appropriated for now.

Mr. LITTAUER. Then, in other words, your permanent force, or what you consider your permanent force in submitting the estimates, is the force which will cost by the end of the year about \$100,000?

Mr. GILLETT. I should think it would be the other way.

Mr. LITTAUER. Let us have that settled. When we come here to the increase of force the question is, Does this permanent force to be appropriated for here cost \$50,000 or \$100,000; are all the clerks that are now in the employ of your Department under these various subdivisions considered to be a permanent force here?

Secretary CORTELYOU. Yes.

Mr. LITTAUER. That costs \$85,000 before the year is ended?

Secretary CORTELYOU. Yes, sir.

Mr. BINGHAM. In the Secretary's office, according to this exhibit, the expenditures are now \$100,000, and as the Secretary has now organized his office, called the Secretary's office, for the next year, he makes it \$340,000.

Mr. LITTAUER. These figures are hard to understand—

Mr. BINGHAM. He must take in the body of men drawn from the other Departments to his Department or he must take in new men.

Mr. LITTAUER. He seeks to get various new divisions and to keep them for work.

Mr. BINGHAM. That is 12. That you made clear as we went through. We will go on; the messenger force as now detailed you want permanent. Two messengers you want now?

Secretary CORTELYOU. We do.

Mr. BINGHAM. Because you borrowed them from other bureaus?

Secretary CORTELYOU. The messenger force is a very much needed force, and with our work scattered all over the city we have peculiar needs in that respect.

Mr. LITTAUER. In this particular office, as I understand here, you desire a chief messenger, two messengers, and two assistant messengers, making five in all?

Secretary CORTELYOU. I do not want all in my own office.

Mr. LITTAUER. That is the office of the Secretary, to which will be added the assistant secretary when appointed.

Secretary CORTELYOU. Two messengers at \$840.

Mr. LITTAUER. No; that is your own office. Now, why call him chief messenger?

Secretary CORTELYOU. Because that is their designations in other departments, and it makes for good discipline. He is the chief messenger of the Department, the Secretary's messenger.

Mr. LITTAUER. If you will permit me, right there? The great question here is this, can we have a head over four or five men; shall we have a head over ten men? You know this matter of putting authority under one head—I grant to be a good thing, provided you do not subdivide down into too many places, and for such a small messenger force as four to designate one at an additional salary as chief—

Secretary CORTELYOU. No.

Mr. LITTAUER (continuing). Is something we have to guard against.

Secretary CORTELYOU. No; I think you lose the point when you put it that way. He is not chief of messengers of four, but he is chief messenger of the Department, and there are a good many messengers in the Department.

Mr. LITTAUER. What work does he do?

Secretary CORTELYOU. He is a messenger.

Mr. GILLET. He does not have control over the other messengers that are in the Department?

Secretary CORTELYOU. Not in that sense, but he is the principal messenger in the Department.

Mr. LIVINGSTON. And do not the other messengers come under him for instruction?

Secretary CORTELYOU. Not at all; they are under the control of the chief clerk.

Mr. GILLET. Why, then, is not that a misnomer?

Secretary CORTELYOU. He is the chief in a sense of being the principal messenger of the Department.

Mr. LIVINGSTON. Why not call him the Secretary's messenger instead of calling him chief messenger?

Secretary CORTELYOU. I am not a stickler on that.

Mr. LIVINGSTON. If you will do that, that obviates the trouble.

Secretary CORTELYOU. Put it Secretary's messenger, then.

Mr. BINGHAM. You will pay that messenger \$1,000 now?

Secretary CORTELYOU. I will pay as they are paid in other Departments; I have a list here. They are paid in at least two other Departments—

Mr. GILLET. Why should he be paid this amount?

Secretary CORTELYOU. Partly for the comfort of you gentlemen up here, and he has to be a competent man; he is trusted with a good many valuable things.

Mr. HITCHCOCK. We could not get a man of experience with the qualifications for less than that.

Secretary CORTELYOU. This man has to do with a great many people, with a great many visitors, and I want a man to help you and to help me, and you can not put in any man in a secretary's office. He has to know men and he is paid for being tactful.

Mr. LITTAUER. And you can not get such a man for \$840?

Secretary CORTELYOU. No, sir.

Mr. LITTAUER. And you will need five in the Secretary's office?

Secretary CORTELYOU. I need three men in my office, as I need two

to alternate, and one to go out on anything that he is sent out on, and the other two for the assistant secretary.

OFFICE OF CHIEF CLERK AND SUPERINTENDENT.

Mr. BINGHAM. Office of the chief clerk and superintendent. Chief clerk and superintendent, \$3,000?

Secretary CORTELYOU. Yes, sir.

Mr. BINGHAM. Two clerks of class 4, two clerks of class 3, two clerks of class 2, two clerks of class 1, two clerks at \$1,000 each. Those are in lieu of two you have now borrowed?

Secretary CORTELYOU. Yes, sir.

Mr. BINGHAM. Two clerks at \$900 each, one clerk at \$900 per annum now serving under detail, etc. This is an increase of one?

Secretary CORTELYOU. Yes, sir.

Mr. BINGHAM. One messenger you increase to two; that is an increase of one. Two assistant messengers you now have. That makes four messengers for the chief clerk and two messenger boys at \$600 each. Do you need that force?

Secretary CORTELYOU. Every bit of it. We have 12 bureaus at least scattered all over town.

Mr. BINGHAM. And these clerks are for those bureaus?

Secretary CORTELYOU. Those are messengers.

Mr. BINGHAM. In connection with the chief clerk's bureau?

Secretary CORTELYOU. Each bureau has a messenger, but they are for business coming from the bureau; we have the outgoing business.

Mr. BINGHAM. And what is attached to a bureau is incoming to you?

Secretary CORTELYOU. Yes, sir.

Mr. LITTAUER. It makes a very complete organization as you have fixed the office, and you feel confident that all these clerks will be needed?

Secretary CORTELYOU. I do, indeed.

Mr. LITTAUER. What extra work will these have to do in 1904-5 than you are now doing?

Secretary CORTELYOU. Our work is growing every week. I asked Mr. Hitchcock a few days ago and he said that the work had been doubled in a few weeks.

Mr. LITTAUER. What is the nature of it?

Secretary CORTELYOU. There is very heavy correspondence.

Mr. HITCHCOCK. These clerks will do what the present force are now doing after 4 o'clock and in the evenings.

Mr. GILLETT. What is the work?

Mr. HITCHCOCK. The routine business work of the Department. We are down there every night. We are obliged to be there to transact the business. I have been there every night myself.

Secretary CORTELYOU. We have 1,400 in round numbers of people in the city of Washington; we have 10,000 outside. We are disbursing \$10,000,000 a year. That means in the Secretary's office and office of the disbursing clerk and everything that goes to make up this work—

Mr. GILLETT. Do you do the disbursing work of these other divisions?

Secretary CORTELYOU. Yes; with the exception of the Census, the Coast and Geodetic Survey, and Labor—

Mr. GILLET. Do you disburse for the Light-House Establishment?
Secretary CORTELYOU. No.

Mr. GILLET. That is more than half the force. Do you disburse for the Fish Commission?

Secretary CORTELYOU. I will ask Mr. Soleau to speak in regard to that.

Mr. SOLEAU. On the 1st of July, when the new Department was organized, the Secretary found a disbursing clerk in the Fish Commission, which was an independent office before it came into the Department; one in the Coast and Geodetic Survey, which was an office transferred from the Treasury Department; and I may say in passing along they have numerous disbursing officers in the Treasury Department; and then the Census Office had its own disbursing office, and the question arose what should be done with them. There was a great difference of opinion whether they could be consolidated without additional legislation or not, and these offices have been allowed to remain. In my own office the disbursements to the 30th of June were about \$21,000. For the quarter ending September 30, 1903, I disbursed for the Secretary \$584,000, involving nearly 3,500 vouchers, of which nearly 2,000 were travel vouchers, the most difficult to pay, and the current quarter we have disbursed to last night \$595,000, with the balance of the month to go to make up the quarter, and the indications are that the vouchers will go to nearly 4,500. I am disbursing outside the Light-House Establishment—by the way, that money is disbursed without additional cost to the Government now, through the army and navy officers, who are now detailed to take charge of the different light-house districts.

The light-house establishment costs in round numbers about \$5,000,000, and at the ratio of increase the second quarter over the first I will disburse about a little over \$3,000,000 during the year greater than the disbursing clerk of the War Department, the only one I have had time to investigate, and I think I have as many vouchers as the largest office. Take the immigration service alone. We are compelled to examine vouchers of travel, miscellaneous expenses, and all kinds, to audit them, prepare them, and pay them, and these men are scattered all over the United States, on the border, and some abroad. You take the Steamboat Inspection Service. We have men on every river that a steamboat will travel on, and their accounts have to be taken care of, which are chiefly travel, and I have found, after long years of experience, it is one of the most active offices I was ever in.

Mr. BINGHAM. Does it come under the chief clerk's office?

Mr. SOLEAU. No; the disbursing office. The statement is made to show the business when it dropped the little office on the 30th of June and took up a whole Department on the first of July, and I believe it is a fair index of the increase generally.

Mr. GILLET. That raises the question I would like to ask the Secretary, and which seems to me applies to all this. Your Bureau is one in which experiments could be made indefinitely large; that is, you could use an indefinite force to investigate everything in the United States, and of course it is a question for you and also in some measure for us to decide whether you shall decide on investigating everything or start small and keep growing, and I should like a little information

on that point. I should like to know what you are doing and what you want to do.

Secretary CORTELYOU. That does not apply so much to the clerical force as to special agents. The request for the clerical force is upon the conditions existing there now, the overwork of the clerks and the daily business of the present system.

Mr. GILLET. That depends upon how much you begin to investigate?

Secretary CORTELYOU. We have looked into it enough to believe that this is a very conservative estimate that we make for clerical force.

Mr. LITTAUER. As I understand, you practically tell us that this clerical force could only do the work that is now going on, that has been going on this last quarter. We come now, for instance, to the chief clerk's office. The chief clerk tells us that the men have worked afternoons and evenings and after hours, and then this estimate here for clerks can not do any more than enough to keep up the current work now; now, will it permit you to do any greatly increased amount of work?

Mr. HITCHCOCK. No, sir; it will not on this estimate.

Mr. LITTAUER. Now, if you are going to begin investigations, and I take it for granted your investigation with special agents has hardly begun—

Mr. HITCHCOCK. It has not begun.

Mr. LITTAUER (continuing). There will be work in connection with that for which it will be very difficult at this time to estimate for?

Mr. HITCHCOCK. Yes, sir.

Mr. GILLET. What are you doing now in a general way which requires this force?

Secretary CORTELYOU. Correspondence and the various details that come into the central office.

Mr. BINGHAM. As I understand, you have not developed the manufactures division or the corporation division because you have not had sufficient money to go on?

Secretary CORTELYOU. We have not had the clerks.

Mr. BINGHAM. Now, the general proposition of salaries. In the transfer of this subordinate force from the several other departments of the Government, wherever they have been transferred, have you increased the salaries of these men beyond what they were receiving in their old positions since they have been with you?

Secretary CORTELYOU. In some instances we have.

Mr. BINGHAM. Because it was discretionary with you in that?

Secretary CORTELYOU. In some places we were obliged to do it to get the men. They were picked out as being fit for certain lines of work, but in the main I think it will be found that we have tried the men, given them a probationary period, and then taken them into the work they had actually done and which entitled them to the increase.

Mr. BINGHAM. Some of these transfers have been promotions in the sense of salary?

Secretary CORTELYOU. Yes, sir; in a number of cases, and because we heard they would have been promoted if they had remained in the department in which they were.

TELEGRAPH AND TELEPHONE SERVICE.

Mr. BINGHAM. Telegraph and telephone service. You have a chief operator, and you have three telegraph operators and one assistant telephone operator, making five operators. Then you have two messenger boys, at \$480 each, in the creation of your new Department?

Secretary CORTELYOU. Yes, sir.

Mr. LITTAUER. Is this what we call the departmental telegraph—it is not connected with the Western Union or the Postal?

Secretary CORTELYOU. Yes; fully.

Mr. LITTAUER. Then you receive messages direct from all over the country?

Secretary CORTELYOU. Yes, sir. We have a very complete system there.

Mr. LITTAUER. What character of messages? In other words, here you specify for a night force—for a night operator. What is the use of a night operator?

Mr. CORTELYOU. Simply because in the Steamboat-Inspection Service, in the Light-House Service, and several of the marine bureaus, in many cases, the immigration particularly, we have questions which have to be acted upon at once, especially in a new department; so we have to have a day and a night force.

Mr. LITTAUER. Was such a service run in the Treasury Department, for instance, from which these bureaus came?

Secretary CORTELYOU. I do not know whether it was at the time they were transferred or not; but I think it has been recently put in—or, rather, they have just organized one.

Mr. LITTAUER. Could you inform me, are all the departments connected with the general telegraphic system of the country?

Secretary CORTELYOU. I think they are now.

Mr. LITTAUER. Of course, they were connected up at the White House with the outside during the war with Spain?

Secretary CORTELYOU. Yes.

Mr. LITTAUER. There was no connection before?

Secretary CORTELYOU. I think the White House was always connected up.

Mr. BINGHAM. I think the White House has a connection everywhere.

Mr. LITTAUER. Did they when you came there first?

Secretary CORTELYOU. Yes.

Mr. LITTAUER. I thought it was just a departmental telegraph service.

Mr. BINGHAM. I can go to the Post-Office and telegraph over the Western Union all over the country.

Mr. GILLET. In the Post-Office the Western Union has an office there.

Mr. BINGHAM. That may be.

Mr. LITTAUER. I do not think you can go in the War Department and send a telegram.

Mr. TAYLOR. You can in the Land Office and in the Patent Office.

Mr. LITTAUER. This is a general telegraph system?

Secretary CORTELYOU. It is general for the Department; it is not used by the outsiders—nothing of that kind.

Mr. LITTAUER. Will you need such a force as you estimate for?

Secretary CORTELYOU. Yes, sir; we have to have a day force and men to take turns at night, and we have a central telephone——

Mr. LITTAUER. Does that telephone make communication at night as well?

Secretary CORTELYOU. Yes, sir; the whole thing—day and night.

Mr. LITTAUER. In connection with the Steamboat-Inspection Service, Immigration Service, Light-House Board?

Secretary CORTELYOU. There are immediate questions coming up all the time. We had a case recently—not at night, but in the daytime—where the fact that we had an outside connection was quite vital. One of the big passenger steamers was tied up at the North German Lloyd dock, with five or six hundred passengers on board, on account of some technicality in connection with the steamboat laws. We released that boat because we had that connection outside, and the operator was given a clear line on through to Hoboken.

Mr. GILLET. Why could it not be done just as well by an ordinary telegram sent to your office? Of course, if it ever comes after you go to bed you do not get it anyway. Why can not you get it as well from one place as the other?

Mr. HITCHCOCK. The office can telephone right down to our telegraph station and the operator there takes the message right off on the typewriter and sends it and preserves the record. That could not be done through the ordinary office.

Mr. GILLET. That is true.

Secretary CORTELYOU. It goes right on the files and makes a record of what has happened.

Mr. HITCHCOCK. The additional operators are required to keep this continuous service going, and two night operators. Now each one of those operators takes the place of a watchman that would be required if we did not have this service. The telegraph operator takes the returns over the telephone from the watch force of all the bureaus of the Department. In other Departments they have watchmen who sit at the desk to take those returns.

Now, that watchman is paid at least \$720. By paying \$1,200 we get not only that service which would be necessary, but we get also this continuous telegraphic service, which is exceedingly important in a department transacting the business our Department transacts.

Secretary CORTELYOU. It has been one of the most helpful things we have had. It is a very small expense, this telephone and telegraphic service. They are picked men, the best men we could get, who were paid fairly good salaries.

Mr. LITTAUER. You take this chief operator, with three or four assistants; do you need to pay \$1,400 for such a man?

Secretary CORTELYOU. That is the same as the other Departments, lower than the other Departments.

Mr. SOLEAU. I know one gets \$1,800.

Mr. LITTAUER. We must not try to fly to the highest; we must try to run along on an economical administration.

Secretary CORTELYOU. Let me give you this as an answer. The Department of Agriculture pays \$1,400, the Weather Bureau \$1,800.

Mr. BINGHAM. Has not the Weather Bureau a pretty extensive force?

Secretary CORTELYOU. But we have got a large force, too. The State Department pays \$1,400, the Pension Office \$1,800, the War

Department \$1,800, the Government Printing Office \$1,400, and the Treasury Department \$1,200.

Mr. LITTAUER. It is terrible to listen to these figures and see how many things have crept into the service here. You have here a new Department. You of course want to establish a business administration. This is a business department, or is to be, and a chief operator with only three assistants strikes me as being unnecessary.

Secretary CORTELYOU. You mean the designation of chief operator?

Mr. LITTAUER. You give him a salary of \$1,400 and then you raise your other three operators \$200; in your opinion, is that absolutely necessary?

Secretary CORTELYOU. Yes, sir; absolutely necessary. The four men are picked men. They are men who outside were not only employed by telegraph companies, but in one or two instances got more than we give them. We got them in and now we want to fix their salaries. They are picked men, familiar with all classes of work outside, and in one or two cases they get less than they got outside.

Mr. LITTAUER. But you did engage these at \$1,000?

Secretary CORTELYOU. Simply because the new Department offered some inducements.

Mr. HITCHCOCK. I would like to say one thing. It is necessary to have four operators, absolutely, because these men are on at different times all night. They serve different periods, and to make the service complete it is necessary to have these four.

Secretary CORTELYOU. I most urgently request that that particular appropriation be given. It is very important. I can not explain to you here in a few minutes how important it is.

Mr. BINGHAM. You claim there is nothing larger in your recommendations than is paid in the other departments?

Secretary CORTELYOU. And not as much in some cases.

WATCH FORCE.

Mr. BINGHAM. Come to the watch force. I see in the next paragraph you have, as a sum total, 38 watchmen. How many buildings do they watch, and give us those in detail?

Secretary CORTELYOU. Most of those are in the Bureau of the Census.

Mr. BINGHAM. The old building?

Secretary CORTELYOU. Yes, sir.

Mr. BINGHAM. Eleven of those are there. What other buildings do you have?

Secretary CORTELYOU. The Willard Building, occupied by my own office and the Bureau of Corporations and the Bureau of Immigration and the divisions of my office; then the Emery Building.

Mr. BINGHAM. Where is that?

Secretary CORTELYOU. First and B streets; the National Safe Deposit Company, where the Bureau of Labor is, at the corner of New York avenue; the Builders' Exchange building, at 721 Thirteenth street; the Adams Building on F street; 235 New Jersey avenue, Bureau of Standards; 1137 Seventeenth street, that is the stable.

Mr. BINGHAM. That makes how many buildings?

Secretary CORTELYOU. Seven.

Mr. BINGHAM. That includes your own building?

Secretary CORTELYOU. Yes, sir.

Mr. LITTAUER. You gather here together all this large force even though you state so many for each building. Would it not be better—I am quite in sympathy in gathering together a force and supervision, especially when you come to purchasing matters, because there is great economy resulting—but would it not be better here in this matter of watch (and I will call attention to some others as we come to them) to permit this large force to remain with the building when we appropriate for the bureau that occupies the building?

Secretary CORTELYOU. No; of course they remain with the building.

Mr. LITTAUER. They remain as long as they are specified as you have them here.

Secretary CORTELYOU. But they are under the central control of the chief clerk of the Department.

Mr. LITTAUER. They will be under the central control of the chief clerk at all times, even if appropriated for the other way.

Secretary CORTELYOU. But as a matter of organization I prefer they be appropriated for under the Secretary's office and sent to the bureaus as they are found to need them.

Mr. LITTAUER. Then you have your chief clerk, and then again you have here one captain of watch?

Secretary CORTELYOU. Yes, sir.

Mr. LITTAUER. What do want him for?

Secretary CORTELYOU. To go back to what was said a few moments ago, that is done in all the other Departments; that is a very general designation.

Mr. LITTAUER. Three lieutenants of the watch, what do they do?

Secretary CORTELYOU. They have supervision of the force under the captain of the watch. The captain of the watch is held responsible for the watch force.

Mr. LITTAUER. Then, would you want to send supervisors down to the Builders' Exchange building, where there are three watchmen estimated for, to see that they are doing their work properly?

Secretary CORTELYOU. They would have one lieutenant of watch in charge.

Mr. BINGHAM. Do these lieutenants of watch do watch work?

Secretary CORTELYOU. Oh, yes.

Mr. BINGHAM. Do they do a detail of eight hours work?

Secretary CORTELYOU. Yes.

Mr. LITTAUER. Does the chief do watch work?

Secretary CORTELYOU. Yes, sir; they all do watch work.

Mr. HITCHCOCK. The captain of the watch and three lieutenants. You see, there are four watches, and there is an officer in control of the entire watch force throughout the day by that arrangement.

Mr. LITTAUER. What is the necessity of more control? They are separated from you—

Mr. HITCHCOCK. That is very true, but the lieutenants are provided just for that.

Mr. BINGHAM. In these various divisions, as to the employment of telephone and telegraph, as to the employment of your watch force, as to your mechanics and laborers, which is the next paragraph, as to your charwomen, have you, in making up your estimates and recommendations, observed the lines of payments made to this subordinate force; have you followed what we pay the other Departments?

Secretary CORTELYOU. Yes, sir.

Mr. BINGHAM. You have given in that allowance what is allowed in the other Departments at the highest rate?

Secretary CORTELYOU. No; we have taken a fair average rate. We have tried to reduce the matter to a system. For instance, some people doing the same work some others do were paid \$840 and others \$720, and we have equalized those, not at the highest salary, but in a number of cases you will notice we have saved money by reducing to the lower salary.

Mr. BINGHAM. Have you, in any case, exceeded the other Departments?

Secretary CORTELYOU. I do not think so.

Mr. LITTAUER. You stated a moment ago that two of these telegraphers practically are rated as watchmen; that is, you would need additional watchmen if you did not have them, and you increase your watch force in the building from two to five?

Secretary CORTELYOU. Because the present appropriation did not permit the necessary force.

Mr. GILLET. But why do you need five?

Secretary CORTELYOU. It is an 8-story building, and has to be watched day and night.

Mr. HITCHCOCK. You must remember there are three shifts, as they call it.

Secretary CORTELYOU. We have a disbursing office there, and we have all the supply service, and they ought to have that watch force there.

Mr. LITTAUER. Then, practically, according to your statement, it makes seven men engaged in one work, besides being headquarters. I take it for granted you have the captain of the watch and one of the lieutenants; it is rather a large watch force for that building.

Mr. HITCHCOCK. Two at a time, that is not large, that is very small.

Mr. LITTAUER. What do they do all day or evening outside of the seven hours' employment.

Mr. HITCHCOCK. Every hour they make a tour of the building; it is a pretty large building, and that takes considerable time, and they go into every room in the building.

Mr. GILLET. Why do they go there in the daytime when the rooms are full?

Mr. HITCHCOCK. In the daytime we have a watchman stationed at the door.

Mr. GILLET. Why is that necessary; you have a watchman at the front door?

Mr. HITCHCOCK. The messengers are assigned to bureaus. A messenger would not be a watchman.

Mr. GILLET. Why do you need to keep two around the door?

Secretary CORTELYOU. It is very often a great convenience.

Mr. HITCHCOCK. That is done in other departments; that is customary.

Mr. GILLET. Is that the whole reason for it?

Mr. HITCHCOCK. There are a good many reasons why it is a good thing.

Mr. GILLET. We are beginning to think there are a good many things that have grown up that are abuses.

Mr. LITTAUER. We are beginning an administration and we want to help you get it started right if we can.

Secretary CORTELYOU. I understand that.

Mr. HITCHCOCK. Since the organization of the Department there have been three cases where intoxicated men have come in and created a disturbance and the watchmen have ejected them and had them arrested.

Mr. GILLETT. Could not a messenger do that?

Mr. HITCHCOCK. That would necessitate the keeping of a messenger on duty there all the time and that would not be a proper disposal of a messenger under civil-service rules.

Mr. GILLETT. But if a drunken man came in and interrupted anybody it is no violation of civil-service rules to put him out.

Mr. HITCHCOCK. But suppose the messenger was off somewhere carrying a message?

Mr. GILLETT. You could always have somebody there.

Mr. LITTAUER. We must not provide for too many emergencies, but a full businesslike force is wanted.

Secretary CORTELYOU. These are not emergencies; they are based on actual experience.

Mr. LITTAUER. Why do you increase the number of watchmen for the Bureau of Fisheries?

Secretary CORTELYOU. We increase that by one.

Mr. LITTAUER. Why?

Secretary CORTELYOU. Upon the recommendation of the head of the Bureau.

Mr. LITTAUER. How many years has he gotten along with but two; a number of years, I believe?

Mr. SOLEAU. He talked to me about that. He said that the building there is an old fire trap of a place, and he is constantly in dread of fire occurring there, and by having an adequate watch force, especially at night, they can guard against that, and if a fire should occur it would be detected at once, and he says he has always had that dread, and that for every year for some time past he has made that recommendation.

MECHANICS AND LABORERS.

Mr. BINGHAM. Come to mechanics and laborers. Are those the usual rates of the departments?

Secretary CORTELYOU. We are not above the average in any of these estimates.

Mr. LITTAUER. What use have you for the electrician?

Secretary CORTELYOU. The building is electrically lighted and has electric elevators.

Mr. LITTAUER. Your separate bureaus are all appropriated for especially in this regard, are they not?

Secretary CORTELYOU. No, sir.

Mr. LITTAUER. Do you mean to say you have but one engineer—

Mr. HITCHCOCK. I thought you were speaking of the electrician. He will do the electric wiring and all kinds of installation.

Mr. LITTAUER. He will do the electric work of the entire Department, as there is no other electrician in the Department except this one.

Mr. HITCHCOCK. He is the only one to do that kind of work.

Mr. BINGHAM. But I believe under the Census division here you appropriate for an engineer there?

Mr. HITCHCOCK. Engineers; yes, sir.

Mr. LITTAUER. I see you have here also a cabinetmaker's shop; at least you are going to provide for one here. Is that a necessity?

Secretary CORTELYOU. Yes, sir.

Mr. LITTAUER. Do you not buy most of your work, and is not your work new?

Secretary CORTELYOU. We have some excellent work done by our own cabinetmaker, and the expedition we get is a great thing. We get it as we need it.

Mr. HITCHCOCK. Not only that, but we have some antique furniture that came from the Treasury Department which is in need of repair all the time.

Secretary CORTELYOU. He does that, and he puts up shelving for our supplies—we have a great mass of supplies on the first floor—repairs old furniture which comes there, and general repair work through the Department.

Mr. LITTAUER. You have increased the hostlers from 5 to 8. How many wagons have you in the employ of the Bureau?

Secretary CORTELYOU. We have delivery wagons for the various bureaus and the census. We have more in proportion because these bureaus are scattered over town.

Mr. LITTAUER. How many of your establishments have a carriage?

Secretary CORTELYOU. The bureaus of the Census and Fisheries; I think that is all.

Mr. LITTAUER. Only two, and your own would be three.

Secretary CORTELYOU. I have one carriage.

Mr. LITTAUER. You confine it to yourself as a Cabinet officer as well as those two bureaus?

Secretary CORTELYOU. Yes, sir; and the chief clerk of the Department, as is customary in all Departments.

Mr. LITTAUER. But these are all single carriages?

Secretary CORTELYOU. Except the Secretary's.

Mr. GILLET. Does it mean that a man is a hostler in the ordinary sense of the word, or a driver?

Secretary CORTELYOU. No; that means the men in the stable.

Mr. GILLET. How many horses do you have?

Secretary CORTELYOU. The Census has two and we have one delivery wagon; we have quite a number of horses.

Mr. LITTAUER. How many horses do you have, ten?

Secretary CORTELYOU. More than that—twelve or fourteen.

Mr. LITTAUER. You do not have a man to every two horses, do you?

Mr. BINGHAM. Who does the driving for your wagons, a detailed laborer?

Secretary CORTELYOU. The hostlers are drivers; they do both.

Mr. GILLET. That ought to be explained.

Secretary CORTELYOU. I should go further than that. I should have the men designated precisely what they do. Where a coachman is employed by the Secretary I want those designated so as to show exactly what they do.

Mr. GILLET. Because men get up in the House and ask why should we have eight hostlers and twelve horses.

Mr. LITTAUER. How many men would be coachmen?

Mr. HITCHCOCK. About half of them—that would be four—and this is to be remembered, that the hostlers may be called upon at any time to act as drivers. They serve both as hostlers and drivers.

Mr. BINGHAM. They take care of the horses, as well as drive the wagons?

Mr. HITCHCOCK. Yes, sir.

Mr. LITTAUER. Why can not you send down a letter and tell us exactly what these men do?

Mr. HITCHCOCK. If we should do that we should have a driver a part of the time in the stable taking care of the horses and then acting as a driver. They are interchangeable.

Mr. LITTAUER. Is it customary for the drivers to take care of the horses?

Mr. HITCHCOCK. Yes.

Mr. GILLET. Your coachman figures as a hostler?

Secretary CORTELYOU. I guess so.

Mr. HITCHCOCK. He is down as foreman of stables.

Secretary CORTELYOU. Mr. Garfield calls my attention to one thing. You asked if mine was the only two-horse carriage. When the Bureau of the Census came over to me I found some carriages there. I think, perhaps, three of them are two-horse carriages. They were there when the Bureau came to me along with the carriages, but the only additional carriage bought with two horses is my own.

CHARWOMEN.

Mr. BINGHAM. Come to the char force. I see in all save for first, a forewoman, you followed the \$240 a year for all your charwomen?

Secretary CORTELYOU. Yes, sir.

Mr. BINGHAM. Except your forewoman, to whom you give \$600?

Secretary CORTELYOU. Yes, sir.

Mr. LITTAUER. Now, is it well to have an amalgamated force of charwomen with a forewoman at the head? Does she go from one building to the other?

Secretary CORTELYOU. She does, indeed.

Mr. LITTAUER. She does no char work.

Secretary CORTELYOU. No, sir; but we have a perfect force, and she is busy all the time. We got her from the War Department.

Mr. LITTAUER. You give her \$600 a year. What did she get before?

Secretary CORTELYOU. Four hundred and eighty dollars, I think.

Mr. LITTAUER. She got \$240.

Secretary CORTELYOU. She is an exceptionally competent woman, and has obtained most excellent results.

Mr. HITCHCOCK. She is worth a good deal more than that to the Department.

Mr. BINGHAM. Six hundred dollars is pretty big pay for supervising these people, who get through their work in two hours, and, perhaps, in many of your small buildings, in less time. Six hundred dollars is big pay for that character of work.

Mr. LITTAUER. You ask an increase of two for the main building?

Mr. HITCHCOCK. Yes, sir.

Mr. LITTAUER. Then you ask an increase of one for the Builders' Exchange; why is that?

Mr. HITCHCOCK. We put more offices in there.

Mr. LITTAUER. In the Census there is a decrease of three, and in the Coast and Geodetic Survey an increase of one; why is that?

Mr. HITCHCOCK. That is because they have employed a laborer, so-

called, at a salary, I think, of \$350 or \$400 as a charwoman. It is not an actual decrease in service.

Mr. LITTAUER. They have employed a man as a charwoman?

Mr. HITCHCOCK. No, a woman; but they called her a laborer, and we have substituted a charwoman at a smaller sum.

Mr. LITTAUER. You do away with the janitress in the Fishery building and put in two charwomen in her place?

Mr. HITCHCOCK. Yes, sir.

DIVISION OF SUPPLIES.

Mr. BINGHAM. Division of supplies, that is wholly new?

Secretary CORTELYOU. We have some organization there, and we ask now for an organization.

Mr. BINGHAM. Do you think your clerks are at reasonable salaries?

Secretary CORTELYOU. Yes, sir.

Mr. LITTAUER. Now we have come to the point that I referred to a few moments ago. You, here in this bill, have specified for all these different divisions—the division of supplies, a separate division of printing, and a separate division of mails and files. In most of the Departments we give a certain number of divisions. Say, for instance, in the Treasury Department; there are, I think, seven chiefs of division. In the Interior Department there are six or seven, and then the Secretary divides the work out according to his own judgment. You go and make separate divisions here for us to determine upon the subordinate force of each, and it seems to me that in the present state of your Department you are getting a very elaborate skeleton here. Now, without going into so many additional divisions right in the beginning, can not you, with the present condition of your work, take up the divisions of supplies and of printing under one head?

Secretary CORTELYOU. Those are already organized.

Mr. LITTAUER. It can not be very heavily organized—only three clerks in one and two or three clerks in the other?

Secretary CORTELYOU. We can shift them around as the emergency arises. We have only tried to make a skeleton organization.

Mr. BINGHAM. This is the skeleton organization under the Secretary's office?

Secretary CORTELYOU. Yes, sir.

Mr. LITTAUER. As to the division of supplies, is it going to take one man's time to be chief clerk of that division?

Secretary CORTELYOU. There is plenty of work there.

Mr. SOLEAU. That division has charge of the supplies for the entire Department.

Mr. BINGHAM. How many divisions are there?

Mr. SOLEAU. Three divisions now.

Mr. BINGHAM. As to the division of supplies, is it expected that you will spend very much money under that division?

Mr. SOLEAU. Two hundred and fifty-five thousand dollars for the entire year.

Mr. BINGHAM. That is your estimate for the next year?

Mr. SOLEAU. Yes, sir.

Mr. LITTAUER. And it is going to cost 8 per cent for the clerical force?

Secretary CORTELYOU. But you can easily see what will be saved by such a force to scrutinize everything.

Mr. SOLEAU. When the Census Office came over to our Department it was found that they were buying envelopes in Washington and were paying 75 per cent more than the Secretary's new supply division were paying for their own.

Secretary CORTELYOU. You can not gauge the cost of the expenditure, because you must take into consideration the amount which is saved by having a force to scrutinize everything. That is only a sample of a number of cases where we have been able to reduce the cost.

Mr. BINGHAM. Do you get your envelopes from the Post-Office Department?

Secretary CORTELYOU. Yes, sir; we get a great many from them now. We profit by their contracts.

Mr. BINGHAM. Does not the Post-Office Department, as a rule, furnish envelopes to the other Departments?

Mr. HITCHCOCK. They all buy their envelopes. The contract is made by the Postmaster-General.

Mr. BINGHAM. You buy at cost?

Mr. HITCHCOCK. At the contract price.

Mr. LITTAUER. Here is really a division where great saving can be made. You have here a total force of about 15 to make these purchases and to distribute them and to keep the clerical work of the Bureau up. That is a large number of men.

Secretary CORTELYOU. It looks large. I have given a great deal of personal attention to it and I intend to give more; but these men, who will scrutinize the things coming in—the prices we are paying—their work will save the Government a great deal more than the amount appropriated.

Mr. HITCHCOCK. Of those men, 6 are messengers, are they not?

Mr. LITTAUER. You estimate for 6 messengers, and you estimate for 11 clerks and a chief of division. That is a force of 12 outside of the messengers.

Secretary CORTELYOU. That is in the division of supplies.

Mr. LITTAUER. Yes, sir; 12 clerks.

The provision of the Dockery law is that there shall be a general commission to advertise for supplies in general throughout the departments centered in Washington, is it not?

Secretary CORTELYOU. Yes, sir.

Mr. LITTAUER. Have you availed yourself of that commission in any way?

Secretary CORTELYOU. Yes, sir.

Mr. LITTAUER. I should imagine, from the example cited about the Census Office, that they could not have availed themselves of the provisions of that law, or else they would not have been paying such extravagant prices.

Mr. SOLEAU. There is a commission which meets, under the law, once every year. The Department of Commerce and Labor commenced its organization about the last week in March. We studied the law for some time to get familiar with it, and before we could get our schedules made and submit them to this commission, sitting in the Treasury, the time expired, and we could not then come in under that; but we are buying at the Department contract prices as far as possible. Wherever there is a dealer who has a contract with the Department, and who will allow us to deal with him under the contract of the Department, we do so.

Mr. BINGHAM. At the contract prices that the board has fixed?

Mr. SOLEAU. Yes, sir.

Mr. HITCHCOCK. That is, we have used the contracts made by other Departments.

Mr. BINGHAM. I understand; you are the beneficiary of their contracts?

Mr. HITCHCOCK. Yes, sir.

Mr. SOLEAU. Many bureaux had estimates in, and they were included.

Mr. BINGHAM. Suppose, in this matter of supplies, they did not reach your standards of what you might call, in paper and envelopes, good quality; what is your recourse?

Mr. SOLEAU. We reject them.

Mr. BINGHAM. If you have to take, under the Dockery law, your supplies at the figures and the places indicated by this commission or board, I can not understand why such a large force is required to keep the accounts.

Mr. SOLEAU. This service is extended throughout the whole United States. In the way of supplies, we have the Steamboat-Inspection Service, the Immigration Service throughout the United States, and the same may be said of the Light-House Board. Wherever a boat runs on a river we have a steamboat inspector or a light-house keeper; and these supplies must be sent to them at intervals. It does not do to send too large a quantity at one time, because experience teaches us that they are lost and thrown away, and they are not taken good care of, and become useless; and this Department probably requires an unusually large force for that reason.

Secretary CORTELYOU. It is a widely scattered service.

DIVISION OF PRINTING.

Mr. BINGHAM. The next item is "Division of printing." It is not your purpose to establish a printing establishment in your department?

Secretary CORTELYOU. We would like very much to do it.

Mr. BINGHAM. As the Treasury Department claims it has to do?

Secretary CORTELYOU. Yes, sir.

Mr. BINGHAM. Is there a branch printing office in the Post-Office Department?

Secretary CORTELYOU. I do not think so.

Mr. LITTAUER. Can you save money thereby?

Secretary CORTELYOU. I think so. It certainly would be a great convenience to us, and an economy of time.

Mr. GILLET. Where is your printing done?

Secretary CORTELYOU. The consular reports and other publications are printed by the State Department. The principal work from the Bureau of Statistics is also printed there.

Mr. LITTAUER. Where does the Bureau of Statistics publish its monthly commercial bulletin?

Mr. HITCHCOCK. That is printed at the Government Printing Office. The consular reports are printed at the printing office in the State Department.

Mr. LITTAUER. Is this a promotion that you want to make, one clerk of class 3, or is that additional force?

Secretary CORTELYOU. That is additional force—a new clerk.

Mr. LITTAUER. Here is another division with a total cost of \$18,000. It seems to me that one chief of division could superintend two or three of these subdivisions?

Secretary CORTELYOU. I do not think that he could do it quite as well as by this arrangement, and I want to make these men specialists in each particular branch.

Mr. LITTAUER. If you have work enough, well and good, but where the work is of a somewhat limited character it seems to me that so many divisions are not leading toward economy.

Secretary CORTELYOU. I want to have supervision of the printing in the Department. The Bureau of Statistics is doing a great deal of work, and money is saved by a careful supervision of how it is done.

Mr. LITTAUER. Does this chief of printing have in charge the printing of the Census Office?

Secretary CORTELYOU. Yes, sir; the supervision.

Mr. GILLETT. Will all this printing be done at one of your bureaus?

Secretary CORTELYOU. At the Government Printing Office.

Mr. HITCHCOCK. The requisitions upon the Public Printer will be made in the Secretary's office and recorded there?

Mr. LITTAUER. Will that be necessary? The requisitions will have to be passed upon by the chief of Bureau, and when he passes upon them and determines that it is necessary, what can your chief of printing do?

Secretary CORTELYOU. For instance, we had a requisition for files pass the Bureau. The specifications were prepared there, and it came to us on a total estimate of \$9,000. There was a variation in the bids all the way from \$5,000 to \$9,000. We asked for new bids, and the lowest estimate was \$3,000. I think a careful supervision of these things in the Census Office, the chief devoting his time to it, would save money.

Mr. HITCHCOCK. Not only that, but this division has to distribute all the blanks used by the Department, about \$50,000 worth of blanks every year.

Secretary CORTELYOU. We publish the decisions relating to immigration matters, steamboat inspection, and the Coast and Geodetic Survey get out a good many publications that we could print.

Mr. BINGHAM. The work of the Coast Survey is now done at the Government Printing Office?

Secretary CORTELYOU. Yes, sir. Then there is a great deal of job printing that we could do.

Mr. BINGHAM. What character of the work do you propose to have done by the Public Printer.

Secretary CORTELYOU. The heavy work, the book work.

Mr. GILLETT. Does this estimate provide for a printing establishment of your own?

Secretary CORTELYOU. No, sir.

Mr. LIVINGSTON. The Public Printer comes under your Department?

Secretary CORTELYOU. No, sir; he does not.

Mr. LIVINGSTON. Have you not a branch under him?

Secretary CORTELYOU. No, sir; we are using the printing office at the State Department for our consular reports.

DIVISION OF MAILS AND FILES.

Mr. BINGHAM. The next item is "Division of mails and files." That is an entirely new division?

Secretary CORTELYOU. Yes, sir.

Mr. BINGHAM. And you ask for \$15,660?

Secretary CORTELYOU. Yes, sir. That is a division found necessary in all other departments, and is very essential to us. Of course we can not go into all the details.

Mr. BINGHAM. The classification of your papers, etc.?

Secretary CORTELYOU. Yes, sir.

DIVISION OF FOREIGN TARIFFS.

Mr. BINGHAM. The next item is "Division of foreign tariffs." That is entirely new?

Secretary CORTELYOU. Yes, sir; and I tried to explain that briefly in my report.

Mr. LITTAUER. There is an international bureau established in Brussels, paid for in part by this Government. That bureau does what?

Mr. HITCHCOCK. That bureau is supposed to publish the tariffs of the different countries in small bulletins, and distribute them to the various countries interested.

Mr. LITTAUER. So that every change of tariff of every country becomes immediately available to every country subscribing to that bureau?

Mr. HITCHCOCK. Not immediately available. It is generally months before those bulletins come out. They are very slow in issuing them. Furthermore, they are very unsatisfactory.

Mr. LITTAUER. You have found that out from experience?

Mr. HITCHCOCK. From actual experience, because I have worked with them.

Mr. GILLETT. You have worked with them? Where?

Mr. HITCHCOCK. In my former position.

Mr. GILLETT. What was that?

Mr. HITCHCOCK. Chief of the Division of Foreign Markets in the Department of Agriculture.

Mr. GILLETT. Do they report to them?

Mr. HITCHCOCK. Yes, sir. I have also received those bulletins and used them in tariff work. However, I always noted the original tariff laws of the different countries.

Mr. LITTAUER. How would they be supplied?

Mr. HITCHCOCK. Partly through the usual channels of international exchange and partly through the consuls; in many countries through the consuls.

Mr. LITTAUER. Now, you are in connection with a bureau of the State Department in touch with all our own consuls. Would not this information come from them?

Mr. HITCHCOCK. It would come in the form of official publications of this Government, but that would not be available to our people, because the publications have not been translated.

Mr. LITTAUER. Could not your Department make a request on the State Department to keep you advised of every change of tariff throughout the world, and thereby immediately secure the information that is desired by the establishment of this bureau?

Mr. HITCHCOCK. Not in proper shape. That has been tried. It requires a trained service, so that the work can be utilized satisfactorily by merchants.

Mr. LITTAUER. What do you mean by "proper shape?" Translated?

Mr. HITCHCOCK. Translated and converted. These bulletins that come from foreign countries are in foreign kilograms and foreign money, and our tradesmen here want them stated in United States equivalents.

Mr. LITTAUER. Have they ever expressed themselves? The metric system is well understood by those who have water transactions.

Mr. HITCHCOCK. The exporters have so expressed themselves.

Mr. LITTAUER. You would not establish a bureau for that purpose?

Mr. HITCHCOCK. We take the tariffs as they come and put them into such shape that they are readily intelligible to the merchants of this country.

Secretary CORTELYOU. The State Department does not do any of this commercial work at all nor does the Bureau of Foreign Commerce. We are framing inquiries now to go to the consuls in order to secure reports. The Bureau of Statistics has just about all it can do with the force it has. This contemplates the division that will frame the inquiries to go out and give particular attention to the subject of collecting information regarding foreign tariffs, doing it frequently and accurately, neither of which conditions, I am informed, now obtains.

Mr. LITTAUER. Still, the question is simply, with all the various divisions we have, can that information not be reached without this expenditure?

Secretary CORTELYOU. We ask for \$9,000.

Mr. LITTAUER. You ask for \$9,000 to deal simply with foreign tariffs and to furnish more frequently this information; in other words, to ascertain if there have been any changes?

Secretary CORTELYOU. We have had quite a number of communications on that subject lately.

Mr. LITTAUER. What are you going to use the consuls for?

Secretary CORTELYOU. We are using them very fully now. We are sending out inquiries of all sorts, and getting replies on various matters.

Mr. LIVINGSTON. Are you in any way stimulating our consuls?

Secretary CORTELYOU. We are doing the very best we can in framing inquiries and insisting on prompt replies. We are trying to improve the conditions.

Mr. HITCHCOCK. There are more inquiries for tariff information that we can not answer than on any other subject. We want to meet the demand for information.

LIBRARY.

Mr. LITTAUER. You are asking for a library force of five clerks, an assistant messenger, and one laborer, besides the chief of the division. Do all the departments have libraries? This library has just begun.

Secretary CORTELYOU. It has barely begun.

Mr. LITTAUER. You can not use this number of clerks until you have a considerable volume of work for them. What sort of a library have you in mind?

Secretary CORTELYOU. We have barely begun, because we have not

the funds. We have a library more or less scattered throughout all the bureaus.

Mr. LITTAUER. Has not that done satisfactorily?

Secretary CORTELYOU. It has done fairly well.

Mr. LITTAUER. Then, explain why you want this change?

Secretary CORTELYOU. I want to arrange for a system that will reduce the number of books in the Department to a minimum, and by working with the Librarian of Congress, under the card system, save the expense of purchasing where we can get the works by working under that system. I only want a working library, it is true; but I want to make available for the uses of the Department what is up here in the Library. That has to be under a force that will look after it.

Mr. HITCHCOCK. Taking a part of the books of reference out of the bureaus and putting them in a central library.

Mr. LITTAUER. You ask for a central library?

Secretary CORTELYOU. Yes, sir.

Mr. LITTAUER. Do you take out of your estimates the amounts heretofore appropriated?

Secretary CORTELYOU. Yes, sir.

Mr. GILLETT. Why would the books be more available in that central building than in the Congressional Library?

Secretary CORTELYOU. They would be more available sometimes, and in the case of legal work that expedition is valuable.

Mr. GILLETT. I do not see why when we have one central library—a splendid one—you want a small library for your own Department?

Secretary CORTELYOU. A small central library that the bureaus can call upon.

Mr. GILLETT. They can call upon the Congressional Library?

Secretary CORTELYOU. Yes, sir.

Mr. HITCHCOCK. It is a matter of control. We have our central library, and the book is under our control all the while, no matter in what bureau. If we call for a book from the Library of Congress it may have gone to some other Department, and we might not obtain it immediately. And if we have our library we can send to any bureau and get it.

SPECIAL AGENTS—SECRETARY'S OFFICE.

Mr. LITTAUER. On page 253, "For the compensation and expenses for special agents," you ask for a new appropriation of \$100,000. Please tell us for what specific work and for what kind of men you want that appropriation?

Secretary CORTELYOU. In the bare statement here it says:

To investigate the trade conditions at home and abroad, with the object of promoting the domestic and foreign commerce of the United States; also to make investigations regarding the matter of conducting the public business in the various bureaus, offices, and services of the Department of Commerce and Labor, with the object of securing more uniform, economical, and business-like methods of administration.

Mr. LITTAUER. Investigations are practically always going on in the Departments?

Secretary CORTELYOU. They are not. I have not had a force to do that very thing. When occasion comes, I want someone who can examine into it and can examine into the bureau and give me the facts for my own information—some one who will spend the time and get the facts for me. I have had a number of cases.

Mr. LITTAUER. You will have an assistant secretary shortly?

Secretary CORTELYOU. Yes, sir.

Mr. LITTAUER. That is the character of work that is generally done by the assistant secretary?

Secretary CORTELYOU. Yes, sir; but the Secretary can not go out and investigate matters. For instance, I want to know the conditions of the Chinese exclusion along the Canadian border. Of course I can have a man from the Bureau of Immigration do that, but I want some one in my own office who can do it and who can go into the various ramifications of the Department. I may want to know first hand what is going on.

Mr. BINGHAM. Without going into your subordinate force?

Secretary CORTELYOU. Yes, sir.

Mr. BINGHAM. Is this also to send them to foreign parts?

Secretary CORTELYOU. Yes, sir. It is my desire to have men whom I can send into any portion of the world to extend the influence of the Department and gather up the information that we must have in a very general way.

Mr. BINGHAM. That is, similar to the consular service?

Secretary CORTELYOU. It is similar to that, only the consular officers are at fixed places. I want men big enough to go around and find out themselves.

Mr. BINGHAM. Do we have in any other departments this character of service?

Secretary CORTELYOU. In the Immigration Service we have something of that kind.

Mr. LITTAUER. What is the highest salary paid?

Secretary CORTELYOU. Three dollars and a half a day and \$5 a day.

Mr. BINGHAM. And expenses?

Secretary CORTELYOU. Yes, sir; but that is not comparable with this service, except where we send a commissioner abroad. Then it is \$12 a day.

Mr. BINGHAM. What is your purpose?

Secretary CORTELYOU. If I should send a man to China to make a thorough study of the trade conditions, and he came back with a report that was satisfactory, he would have to be paid \$4,000, \$5,000, or \$6,000 salary and expenses.

Mr. GILLET. Is that what you contemplate?

Secretary CORTELYOU. Yes, sir. If I should send a man into South America or down in South Africa, or in any place where there is American trade or commerce, to study the conditions that we ought to know I want a broad-gauged man who will have to be paid a good salary.

Mr. BINGHAM. Our consular service does that work now?

Secretary CORTELYOU. No, sir.

Mr. BINGHAM. Our consular reports are very excellent.

Secretary CORTELYOU. Yes, sir; but we have another kind, too. We want a man who can travel through the whole Eastern or South American countries.

Mr. LITTAUER. You state the purpose of this expenditure and then ask for \$100,000?

Secretary CORTELYOU. Yes, sir.

Mr. LITTAUER. The \$100,000 would probably mean the employment of 15 or 20 men on this kind of work?

Secretary CORTELYOU. Yes, sir.

Mr. LITTAUER. These are going to be high-priced men and high-priced expenses?

Secretary CORTELYOU. Yes, sir.

Mr. LITTAUER. And this is going to be one of your methods of making your Bureau valuable both to the trade and commerce of the country?

Secretary CORTELYOU. Yes, sir.

Mr. LITTAUER. Do you not feel that you are starting off on a pretty high pressure when you ask us to give you the \$100,000 in the second year of your administration?

Secretary CORTELYOU. No, sir; I do not.

Mr. LITTAUER. Could you specify to us any topic you have in mind that you want to investigate that would come under this head?

Secretary CORTELYOU. I think that one good man on his first trip would turn into the pockets of the merchants several times the amount of money that Congress appropriated for the entire service.

Mr. LITTAUER. You speak of one man; how would you use five men?

Secretary CORTELYOU. I could use five men to-day if I had them.

Mr. LITTAUER. Do not some foreign governments send out agents?

Secretary CORTELYOU. Yes, sir; they do. They come in the office with their credentials, and say "I am here on a visit." I know that they are here to study what is going on, and then they go back and make a confidential report on what they have seen.

Mr. HITCHCOCK. Most of the governments have agents who make reports.

Mr. BINGHAM. Are there not special agents asked for the Bureau of Corporations?

Secretary CORTELYOU. Yes, sir; they work on their own particular lines.

Mr. BINGHAM. That is domestic?

Secretary CORTELYOU. Yes, sir.

Mr. BINGHAM. This is the only force that you would send abroad?

Secretary CORTELYOU. Yes, sir.

Mr. LITTAUER. Would you appoint them through the civil service?

Secretary CORTELYOU. No, sir; we will not appoint them under the civil service.

Mr. GILLET. They will be appointed in the same way as the consuls are appointed?

Secretary CORTELYOU. Yes, sir. You could not get the kind of a man we want through civil service—business men.

Mr. LITTAUER. You would have to find the men to fit the places?

Secretary CORTELYOU. Yes, sir. I think they ought to be assigned to my office as a matter of discipline.

Mr. BINGHAM. Unless we legislate specifically, which would be subject to a point of order, that this body or force be in line with appointments to the consular service—if we enacted this provision as it now stands in the bill into law—exclusion from the civil service would have to be made by the President, or the civil service would run it?

Secretary CORTELYOU. Special agents are specifically excepted.

Mr. BINGHAM. The special agents of the Post-Office Department are under the civil service?

Mr. LIVINGSTON. We can exclude them in the Post-Office appropriation bill if we want to. As to this trade of ours with foreign powers,

would not the method that is proposed in this bill increase not only the information as to foreign trade but also the facilities?

Secretary CORTELYOU. Yes, sir.

Mr. LIVINGSTON. And when your method develops the poor consuls, the indifferent consuls, they could easily be removed and competent ones put in their places; would not that tend to the betterment of the service?

Secretary CORTELYOU. I think it would, most certainly.

OFFICE OF SOLICITOR.

Mr. LITTAUER. I would like to take up one other question, and that is the office of the solicitor. You have here designed a very liberal legal force. Would you have a man detailed from the Attorney-General's Office; what is his rate of pay?

Secretary CORTELYOU. Forty-five hundred dollars.

Mr. LITTAUER. You now have the detail of a \$4,500 man from the Department of Justice?

Secretary CORTELYOU. Yes, sir.

Mr. BINGHAM. That is a new office entirely?

Secretary CORTELYOU. Yes, sir.

Mr. LITTAUER. Outside of the determination of what the law practically places within your Department, have you had many legal questions come up?

Secretary CORTELYOU. So many that the solicitor could not begin to do the work, and I have had to use other lawyers in the Department. The question of contracts in the Light-House Service is very large and they have to be scrutinized carefully. The immigration service brings in the enforcement of the Chinese exclusion act and the various immigration laws, and so forth, and the legal services are very much needed. In the Treasury Department they had one man who devoted his entire time to immigration work.

Mr. LITTAUER. Was he in the Immigration Bureau?

Secretary CORTELYOU. No, sir. He is there now, the assistant solicitor.

Mr. BINGHAM. You have charge of all the immigration force?

Secretary CORTELYOU. Yes, sir. There are a great many questions that arise.

Mr. BINGHAM. Then we understand the office of the solicitor is entirely new?

Secretary CORTELYOU. We have the solicitor now, detailed from the Department of Justice.

Mr. BINGHAM. Not organized on a permanent basis?

Mr. CORTELYOU. Yes, sir.

Mr. BINGHAM. You have already appointed a solicitor?

Secretary CORTELYOU. We have a solicitor detailed from the Department of Justice.

OFFICE OF DISBURSING AND APPOINTMENT CLERK.

Mr. BINGHAM. I notice that you increase the salary of the disbursing and appointment clerk from \$2,500 to \$3,000.

Mr. GARFIELD. Bringing the two offices together is the reason for that.

Mr. BINGHAM. They are now separate?

Mr. GARFIELD. Yes, sir; but one man is doing that work now.

Mr. GILLET. What man?

Mr. GARFIELD. Mr. Soleau.

Mr. BINGHAM. Getting \$2,500 now?

Mr. GARFIELD. Yes, sir.

Mr. BINGHAM. Where were you employed before?

Mr. SOLEAU. In the Interior Department.

Mr. BINGHAM. As what?

Mr. SOLEAU. Chief of finances.

Mr. BINGHAM. What salary did you receive?

Mr. SOLEAU. Two thousand dollars.

Mr. BINGHAM. The next item is "cashier \$1,800." That is new?

Mr. GARFIELD. There is a man in that position, but he is not known as "cashier."

Mr. BINGHAM. You ask for three clerks of class 4; why?

Mr. SOLEAU. We have pretty nearly all those clerks in position, but the most of them are detailed from the Census Office and from the Bureau of Corporations to do the work, simply because the work has increased very materially.

Mr. BINGHAM. You require these clerks from the other bureaus of your Department?

Mr. SOLEAU. Yes, sir; they are under detail.

Mr. BINGHAM. You want four clerks of class 2. I suppose that is upon the theory that your Department will be fully organized?

Mr. SOLEAU. The necessities of the case at the present time, and I made the estimate based upon the future. We have the men there now and they are absolutely necessary. We work them from 9 o'clock in the morning until all hours of the night.

Mr. BINGHAM. Have you any estimate of what the expenses are for that division of work at this time? You ask for \$23,520?

Mr. SOLEAU. There is \$7,200 to be taken from that.

Mr. BINGHAM. Then you are running on a basis of \$16,300?

Mr. SOLEAU. Yes, sir.

Mr. BINGHAM. Can not you do that in the future?

Mr. SOLEAU. No, sir. We ought to be able to pay salaries commensurate with the responsibility and the work to be done. In the other Departments they have the following:

Salaries of disbursing clerks:

Department of State.....	\$2,300
War Department.....	2,250
Navy Department.....	2,250
Treasury Department, two at \$2,500 each.....	5,000
Department of Justice.....	2,750
Agriculture.....	2,750
Post-Office Department.....	2,100
Interior Department, \$2,250 (additional as disbursing clerk office superintendent of Capitol, \$1,000).....	3,250

Salaries of appointment clerks:

Department of State, chief Bureau of Appointments.....	2,100
War Department.....	2,000
Navy Department.....	
Treasury Department.....	2,750
Department of Justice.....	2,000
Department of Agriculture.....	2,000
Post-Office Department:	
One appointment clerk in Secretary's office.....	2,000
One in office of Fourth Assistant Postmaster-General.....	2,000
Interior Department:	
Two appointment clerks, office of the Secretary.....	2,250
Geological Survey.....	1,800

CENSUS CLERK.

Mr. BINGHAM. Why do you insert this paragraph:

For a clerk of class 4, to act as census clerk, and for rent, salaries, heat, and light incident to the proper care and preservation of the records of the Eleventh and previous censuses, \$6,800.

Are these records in a distinct building?

Mr. HITCHCOCK. They are now in the Interior Department building.

Mr. BINGHAM. You do not pay rent for them there?

Mr. HITCHCOCK. This item has been put in the bill just as it stood in the previous law.

Mr. BINGHAM. You do not pay any rent?

Mr. HITCHCOCK. No, sir.

Mr. BINGHAM. You do not pay anything for light, do you?

Mr. HITCHCOCK. No, sir. We have not altered the provision in any way; it is just as it appeared in the previous law.

Mr. GILLETT. Why should you pay the salaries of these men?

Mr. HITCHCOCK. They are employed under that appropriation.

Mr. BINGHAM. Why could not that item be stricken from the bill?

Mr. HITCHCOCK. There is already one clerk and some other employees on that work, and they have been there for a number of years. They are taking care of these old records now deposited in the Interior Department building.

Mr. BINGHAM. What are they doing with them?

Mr. HITCHCOCK. Indexing them and putting them into such a state that they will be available for reference.

Mr. BINGHAM. You can not get anything better for reference than the bound volumes of the census.

Mr. SOLEAU. These records are from the First Census up to the present time, and they are in bad condition.

Mr. BINGHAM. They are all bound?

Mr. HITCHCOCK. Some of them are not printed—they are schedules.

Mr. BINGHAM. But they have been printed?

Mr. LIVINGSTON. These are the original manuscripts.

Mr. GILLETT. Do you know the details?

Mr. SOLEAU. Yes, sir.

Mr. GILLETT. What is this appropriation for?

Mr. SOLEAU. Entirely for salaries.

Mr. GILLETT. What; clerks?

Mr. HITCHCOCK. There is one clerk at \$1,800, and the rest are laborers at \$60 a month each.

Mr. SOLEAU. They are engaged in repairing and reindexing all those old records from the First Census to the Eleventh Census, inclusive.

Mr. BINGHAM. Bound volumes?

Mr. SOLEAU. Original manuscripts. Some of them are old and torn to pieces and we are putting them in condition. There are constant calls from people who are interested in them.

Mr. BINGHAM. Why do you not have these records in your building?

Mr. SOLEAU. The Census building is not fireproof, and the records are too valuable to put there.

Mr. BINGHAM. Why do you not cover into the administration of the Census Office this census work?

Mr. SOLEAU. We put it in a part of the Secretary's office, being work coming under his personal supervision.

Mr. GARFIELD. Since 1889 this appropriation has been made for the Interior Department, \$6,800, for the care of these records. They are in the Interior Department building. When the Census Office was transferred to the new Department the same clerks remained in the Interior Department, and they do the same work they have been doing for the last seven or eight years, and there is the same proportion of the appropriation, \$6,800, which was formerly given to the Interior Department to be spent for the care of these records which are now transferred to the Department of Commerce and Labor and is eliminated from the appropriation for the Interior Department. The Secretary of the Interior has notified us that he wants that space, but it is the only fireproof space, and he has agreed to allow the records to remain there, we having charge of the clerks, and that \$6,800 is used for that purpose.

Mr. LITTAUER. Is it your intention to put them in charge of the Census Office?

Mr. GARFIELD. Yes, sir; they are.

Mr. LITTAUER. Can not they be transferred to the building now being occupied by the Census Office?

Mr. GARFIELD. That building is not fireproof.

Mr. BINGHAM. You do not rent any building?

Mr. GARFIELD. No, sir.

Mr. BINGHAM. You do not heat any building?

Mr. GARFIELD. No, sir.

Mr. BINGHAM. And you do not light any building, so far as the records are concerned?

Mr. GARFIELD. No, sir.

Mr. BINGHAM. Why, then, should not this force be a part and parcel of the census division of your office?

Mr. GARFIELD. It is a part of it.

Mr. BINGHAM. The Census Office is under whom?

Mr. GARFIELD. The Secretary of the Department of Commerce and Labor.

Mr. BINGHAM. And then you make this a bureau of his office?

Mr. GARFIELD. Yes, sir. Under the old law these clerks were under the Secretary of the Interior, and they have simply been transferred from the Interior Department to the Department of Commerce and Labor.

Mr. GILLETT. Should you not think that in a half dozen years they ought to get that work completed?

Mr. GARFIELD. That I do not know.

Mr. GILLETT. Will you please look that up?

Mr. GARFIELD. If you will permit me I will have a further investigation made and submit to you a statement.

Mr. BINGHAM. I wish you would. You have taken up an old appropriation and ask to have it continued.

Mr. GARFIELD. We have not estimated for it without any investigation. Mr. Soleau and Mr. Hitchcock have both been there, and it has been a matter of some controversy.

Mr. HITCHCOCK. A very careful investigation has already been made by direction of the Secretary under the Director of the Census, and he has made a report on the matter in which he recommends very strongly

the preservation of those records, and steps have already been taken to provide a suitable place in the Census Bureau to which they will be transferred. They occupy quite a large space and there is no place in the Bureau at present to which they can be consigned.

Mr. BINGHAM. Can they not be transferred?

Mr. HITCHCOCK. Not without exposing them to great danger. In the Bureau there is a vault, and we purpose having that vault rearranged and enlarged so as to accommodate those records, and as soon as that work is done they will be removed, and that will carry all the work over to the Census Office.

Mr. BINGHAM. You had better give us a memorandum as to exactly what clerical force you have there.

Mr. HITCHCOCK. Very well.

Mr. GILLETT. That, I understand, is now in the Census Office?

Mr. HITCHCOCK. It is in the Secretary's office known as the Census Bureau.

Mr. GILLETT. It is not so arranged in the estimates.

Mr. HITCHCOCK. We simply put it in the law, as stated.

Mr. LITTAUER. Under whose directions are these clerks working?

Mr. HITCHCOCK. Primarily under the Secretary of Commerce and Labor.

Mr. LITTAUER. Under the immediate charge of the Director of the Census?

Mr. HITCHCOCK. Not at the present time, because they have not been moved to his Bureau.

Mr. LITTAUER. Then they are responsible to no one but the Secretary of the Department of Commerce and Labor?

Mr. HITCHCOCK. They are employed in the Interior Department at the present time, and it seems wiser to have them under the Secretary for that reason.

Mr. GILLETT. But last year there was a law passed directing the Secretary of the Interior to transfer these records to the Census Office, and they ought to be there.

Mr. HITCHCOCK. We are carrying out the provisions of the law practically as it stands. We can not transfer the clerks without transferring the records.

BUREAU OF CORPORATIONS.

Mr. BINGHAM. As I understand, this paragraph as to the Bureau of Corporations is an entirely new one?

Mr. GARFIELD. Yes, sir.

Mr. BINGHAM. Do you think that by the first of the next fiscal year this force or a part of this force can be organized?

Mr. GARFIELD. Yes, sir.

Mr. BINGHAM. Are you doing anything now?

Mr. GARFIELD. Yes, sir.

Mr. BINGHAM. In a very limited form?

Mr. GARFIELD. Yes, sir; we have now 20 persons employed. They were given under the last appropriation \$60,000 for the special agents for the bureau of corporations; that was from the organization of the Bureau to June 30, 1904.

Mr. BINGHAM. As a new Bureau?

Mr. GARFIELD. Yes, sir. Under that appropriation there have

been appointed 20 special agents, and they are assigned to all manner of clerical work.

Mr. BINGHAM. And not employed as special agents?

Mr. GARFIELD. No; because there was no other fund.

Mr. BINGHAM. They are called "special agents," are they not?

Mr. GARFIELD. Yes, sir.

Mr. BINGHAM. Why are they called "special agents?"

Mr. GARFIELD. Because the law so denominates them.

Mr. BINGHAM. And that is the only character of name that you can give?

Mr. GARFIELD. Yes, sir.

Mr. BINGHAM. Although you can give them any character of work?

Mr. GARFIELD. Yes, sir.

Mr. LITTAUER. How much of the \$60,000 has been used?

Mr. GARFIELD. It has all been utilized except \$17,000.

Mr. LITTAUER. You used it entirely for clerical work?

Mr. GARFIELD. Yes, sir.

Mr. LITTAUER. What kind of work—

Mr. GARFIELD. I mean that it is authorized, and if the present men continue until June 30, 1904, it will be used up.

Mr. BINGHAM. Then the Bureau is so organized that the appropriation made for it will not run to the new fiscal year?

Mr. GARFIELD. If we increase, it will not; if not, it will.

Mr. LITTAUER. Will you describe what the men you have employed have been doing or are intended to do, the men who will consume \$43,000 out of the \$60,000 appropriation?

Mr. GARFIELD. The work that I have had these men doing is primarily the study of the law itself. The law was indefinite, very broad, and gave to the Commissioner the power to investigate all corporations engaged in interstate commerce other than those covered by the interstate commerce provisions; to investigate into their organization, conduct, and regulations; also to make reports on all corporations engaged in interstate commerce, including insurance companies. Primarily it was necessary to know the scope of the law, to find out what corporations were covered under the law, what powers the Commissioner could exercise by way of investigation, how it would compel the attendance of witnesses, etc.

Mr. LITTAUER. Has not that been determined?

Mr. GARFIELD. No, sir; the law simply gives to the Commissioner the same power that the Interstate Commerce Commission has.

Mr. LITTAUER. Their powers have been determined?

Mr. GARFIELD. No, sir; except by decisions of the courts that vary with each other, and recently, in a case in Pennsylvania, as you may remember, the court held that the Interstate Commerce Commission could not compel the production of a certain kind of testimony.

I have started a very complete investigation of all the laws relating to corporations in the various States, whether engaged in interstate commerce, how they are authorized, how they are regulated, and the laws under which they operate.

Mr. LITTAUER. And you are making that an independent investigation?

Mr. GARFIELD. Yes, sir.

Mr. LITTAUER. Has not the Interstate Commerce Commission those facts?

Mr. GARFIELD. None of them. They touch only the railroads, and with those I have done nothing whatever.

Mr. LITTAUER. Does your work in any way cross lines with the Interstate Commerce Commission?

Mr. GARFIELD. No, sir; we have to do with corporations other than railroads.

Mr. LITTAUER. And they have only to do with railroads?

Mr. GARFIELD. Yes, sir. In addition to that it became necessary to study, in order to know just what Congress had asked us to find out, the conditions of the so-called antitrust laws, because they affect directly the corporations engaged in interstate commerce. A careful study has been and is being made of the laws of the various States and of the United States on that subject. That necessarily involves the questions of the cost of production, in a general way, the subject of the cost and the regulations of corporations, for the reason it is necessary to take up the financial side of it and study the financial organization of corporations, their methods of bookkeeping, their methods of combinations. All of those things require the study of men who are skilled in the higher financial work or corporate management, not mere bookkeeping.

Mr. LITTAUER. How many men have you employed, and what salaries have you paid them?

Mr. GARFIELD. The chief clerk is provided by law, \$2,000.

Mr. GILLETT. Does the chief clerk's salary come out of this \$43,000?

Mr. GARFIELD. The chief clerk, commissioner, and deputy commissioner are paid out of the \$50,000 appropriation.

Mr. GILLETT. They are the only ones paid out of the general fund?

Mr. GARFIELD. Yes, sir. We have one man at \$2,000; then the special agents who are doing clerical work, one at \$1,800, one at \$1,600, three at \$1,400, three at \$1,200, and three at \$1,000, and one at \$900, and two messengers, who are paid for out of the Secretary's special force.

Mr. BINGHAM. Do you retain the designation of special agents?

Mr. GARFIELD. I am obliged to retain them. They are known either as special examiners or special attorneys, in accordance with the work they do.

Mr. BINGHAM. And that designation is contained in the organic act?

Mr. GARFIELD. In the organic act they are simply called "special agents." I have one person detailed from the Census Office, and in return for that I have given one detail.

Mr. LIVINGSTON. Can you give us some of the practical results of that work?

Mr. GARFIELD. It is too soon for me to give you any practical results. All of these investigations are now being brought together, and I hope within a few weeks or a few months to be able to give the results of all the investigations of all the statutes, all the laws, and all the decisions relating to this great subject.

Mr. BINGHAM. Then, so far your work has not gone into the details of any corporations; it simply has been a study of the law?

Mr. GARFIELD. Yes, sir. I have had particular, careful study made of special corporations to find out how much information those corporations have already given to the public and to the various officials, with a view to bringing all that information together, so that I may know what information has been given by the corporations to the pub-

lic. That requires a careful investigation of all this information possessed by the State officials.

Mr. LITTAUER. So far your work has not brought you in touch with the corporations themselves?

Mr. GARFIELD. That is right.

Mr. LITTAUER. It has only been as to the information you could get without going to them?

Mr. GARFIELD. Yes, sir.

Mr. LIVINGSTON. When do you expect to take up that branch of work?

Mr. GARFIELD. As soon as Congress gives me the money. The number of corporations is so great that it would be useless to begin that work unless Congress would give me ample funds both for salaries of men and for traveling expenses.

Mr. BINGHAM. Is there nothing in the census of 1900 that covers corporations?

Mr. GARFIELD. There is, but it is in a way that it is not possible for us to use it. It is all confidential, and it was given to the Census for the census work.

Mr. BINGHAM. Could it be taken up in 1905 under your organic act?

Mr. GARFIELD. I believe not, for the reason that those returns are under the very proper safeguard of confidence. We have gone into that question for the purpose of seeing whether or not we might avail ourselves of that information, but it is very evident that it would be a violation of confidence if we used those returns.

Mr. GILLET. I suppose if you had had a larger appropriation the first work, at any rate, would have been to get this fundamental knowledge which you have been acquiring this year?

Mr. GARFIELD. Yes, sir; I should have followed exactly the same course.

Mr. GILLET. You have to study the laws before you can investigate the corporations under them?

Mr. GARFIELD. Yes, sir.

Mr. GILLET. How long do you think it will be before that work will be finished; can you foresee?

Mr. GARFIELD. I think within a very few months.

Mr. GILLET. By the beginning of the next fiscal year?

Mr. GARFIELD. Yes; before that.

Mr. LITTAUER. You were advised that you had the right to use the \$60,000 for clerical work?

Mr. GARFIELD. Yes, sir.

Mr. LITTAUER. I feel it was the intention of Congress in appropriating that \$60,000 that it should be used properly for taking up an investigation of individual corporations here and there if you saw fit.

Mr. GARFIELD. I can only answer that by saying that after a very careful reading of the law the only way I could take up the investigation of special corporations was to find out the law under which those special corporations were organized, how they were regulated, and the facts relating to them. The entire force has been devoted to that kind of study as a preliminary work to the special investigations. If I may cite a single instance: Before attempting to ask any questions of the United States Steel Corporation, we should have all the information that my force could give me of the laws under which that corporation was organized, its methods of dealing both with its people

and with the public, the various plants that it owns, how they were acquired, the reports that that corporation has made to the various States in which it operates, etc. All those facts are being worked up by these men. It is quite immaterial whether you call them "special agents" for the purpose of special investigations, as this information must be gotten before we begin the special investigations; otherwise I would be using the public funds for asking many questions already answered.

Mr. BINGHAM. You do not claim that you can send for the individuals of the corporations and take testimony?

Mr. GARFIELD. I think I can under the law.

Mr. BINGHAM. The law gives you the right to subpoena those people in specific terms, does it?

Mr. GARFIELD. Yes, sir.

Mr. TAYLOR. Do you not think that the information you are now seeking is absolutely necessary for you to have before you can pursue the information that this Bureau is authorized to secure?

Mr. GARFIELD. That is the theory.

Mr. TAYLOR. And you want preparation in order to enable you to go into the specific inquiries in detail?

Mr. GARFIELD. Yes, sir.

Mr. LITTAUER. Agreeing with you entirely on that phase of the matter, nevertheless I find that for the coming year you have estimated for a body of clerks that you want \$110,000, and then for special agents \$200,000?

Mr. GARFIELD. Yes, sir.

Mr. LITTAUER. From the interpretation that you have placed on last year's appropriation, if you saw fit you could at any time take as many of the agents as you might choose, under this estimate of \$200,000, and put them to clerical work?

Mr. GARFIELD. I think so, and if you will recall, the reason a lump-sum appropriation was given when the Department was organizing was that I, at that time, could not give you any answer as to the number of clerks I might need. Now, from the amount of work I have done I know how many clerks I will need, and I can say definitely that I can use so many clerks. Then I asked for special agents because I did not know how many I wanted at that time and what their salaries would be.

I shall have to pay the special agents higher salaries than are paid in the ordinary clerical positions under the Government. If I want a man to investigate an insurance company, its financial status, its methods of organization, and so forth, I can not employ a man for \$1,800 or \$2,000. I must be free to select the most expert insurance man that I can get hold of. Under the specific instruction I have had three men, one particularly chosen for his insurance knowledge, studying that question and getting me all the information on insurance. They are now doing clerical work in one way, but special agents' work in another. They are collecting this information from all public sources, and are getting it into shape so that I may know what there is in that field before I make specific inquiries from the insurance companies.

Mr. BINGHAM. How much money were you given for that purpose?

Mr. GARFIELD. \$60,000.

Mr. BINGHAM. For the organization of this entire force?

Mr. GARFIELD. Yes, sir.

Mr. BINGHAM. And you ask a sum total now of what amount?

Mr. GARFIELD. A sum total of \$311,000, \$111,000 for the clerical force, which will give me 85, and \$200,000 for the special agents, which will give me 40. If I paid them an average salary of \$2,500, and their per diem amounted to from \$6 to \$7, that would allow me \$5,000 for each one and give me about 40 during the year. I have made that basis of \$7 from the men I have already had rendering similar service in other portions of the Department.

Mr. BINGHAM. These are high-class men?

Mr. GARFIELD. Yes, sir.

Mr. LITTAUER. In prosecuting the work so far as you have gone with but 20 men you have found field enough to warrant you in estimating for 85 clerical force the coming year?

Mr. GARFIELD. Yes, sir.

Mr. LITTAUER. And 40 special agents?

Mr. GARFIELD. Yes, sir. I have so far been able to send a man into but four States for a preliminary investigation of those lines—the States of Delaware, New Jersey, New York, and Pennsylvania.

Mr. BINGHAM. Where the principal corporations are located?

Mr. GARFIELD. Yes, sir.

Mr. GILLET. Why do you send a man?

Mr. GARFIELD. Very frequently the laws of the States do not give us the information that we want. By sending a man to the State officials they will give him all the information that they have under the laws; they will give him all the detailed reports that are filed in their offices or bureaus; they will give him the methods—tell him about the methods of organization which do not appear in the laws. They will give him, in other words, the capitalization of all the various corporations and all the facts that are of record in that State, but which are not published—simply the record of that office, the information about the taxation of corporations, and the taxation of particular interstate corporations. That subject alone will occupy a number of the best minds—to take up the relation of the taxation by the States of corporations engaged in interstate commerce. That is one of the questions that is very much in the air, and if any information is to be given to Congress that will aid them in ultimately arriving at better conditions it must know what powers the States have over the taxation of interstate commerce, how they tax, what kinds of property they tax, and all those things have got to be obtained before there can be any intelligent statement as to how the great corporations engaged in interstate commerce are regulated by Congress, or any other laws, in order to govern their action hereafter.

Mr. BINGHAM. You will then publish the reports?

Mr. GARFIELD. The general nature will be published, the laws produced, and upon special investigation of any corporation any such portions as the President may deem proper will be given to Congress, and that, for the reason, as I suppose, and a very proper reason, that there are special statements that a corporation would give to a public official that ought not to be given to a trade competitor. These things should not be published as showing the work of the individual corporation.

The number of corporations that are engaged in interstate commerce is very much larger than I had any idea of. I told you last

year that I thought there might be thirty or forty thousand. I can not give you any nearer estimate, but it is probably four times that number.

Mr. BINGHAM. You cover corporations operating under corporate rights?

Mr. GARFIELD. Yes, sir; and engaged in interstate commerce. The reports from most of the States are very incomplete. Very few of the States have published a list of their corporations. Those that have I have the advantage of those lists. Those that have not it will be necessary to find out.

Mr. LITTAUER. You are seeking, then, to get the foundation of laws and regulations which control these corporations in the States in which they now have the right to operate?

Mr. GARFIELD. Yes, sir.

Mr. LITTAUER. You have not made an investigation of any particular corporation?

Mr. GARFIELD. No, sir.

Mr. LITTAUER. And it is not your intention to investigate individual corporations generally, is it?

Mr. GARFIELD. No, sir; it is not.

Mr. LITTAUER. Only when it will subserve the purposes for which this Bureau was established?

Mr. GARFIELD. Yes, sir; that is all.

Mr. BINGHAM. And only when there is a report of or an assumed violation of law?

Mr. GARFIELD. As to that there have been a large number of complaints filed. I have in each instance stated to the complainants that the Bureau was not ready to consider complaints of that kind, and they have simply been filed for future reference. There has not been anything of sufficient importance to abandon the general study to take up the particular study of an individual case. My feeling about the whole matter is that if this Bureau can give to Congress accurate information about the organization and about the management and the control of corporations engaged in interstate commerce it will give Congress an opportunity to find a basis on which proper legislation can be had. It involves an enormous amount of work to get those facts.

Mr. BINGHAM. How far does your authority go to discover the violation of interstate commerce? What is your authority after you have discovered that?

Mr. GARFIELD. We have none whatever.

Mr. BINGHAM. You report where?

Mr. GARFIELD. If any report be made it would be made to the Department of Justice or the Executive.

Mr. BINGHAM. Through the Secretary?

Mr. GARFIELD. Yes, sir; I act, under the law, under the Secretary?

Mr. LITTAUER. In the organic act these specially indicated investigators are called "agents." You want to change that name to "attorneys and special examiners?"

Mr. GARFIELD. The reason I ask for that change is this: The word "special" is used in so many different senses that I found I could not very readily divide the work of the agents into a financial set and a legal set. The examiners, those who would take up the financial statements of corporations, have nothing to do with the lawyers, the attorneys who are investigating the laws and the facts. The lawyers have

nothing to do with the financial questions. Their duties are wholly as attorneys or law clerks. For that reason I should very much prefer to have those designations used.

Mr. GILLETT. What are the advantages of distinguishing by title the two clerks?

Mr. GARFIELD. Only so far as in the organization of the Bureau I want to keep the legal side of the work along special lines, and the special examiner work along other lines. It is a little more easy in the conduct of the Bureau to maintain that distinction.

Mr. BINGHAM. I understand in using the word "attorneys," where you use that description, it refers to men—

Mr. GARFIELD. Skilled in the law.

Mr. BINGHAM. A law clerk would not necessarily be admitted to the bar. You prefer the word "attorney" because you consider it makes it possible for a better class of subordinate force?

Mr. GARFIELD. Yes, I do. The other words are used for men who are not regularly employed. For instance, I run against this condition somewhere in examining insurance work, that it might be very important to know more about the actuary work of the insurance companies. They have presented a number of questions to us, and I want to employ some man as an actuary to give special information about insurance companies. He would only have temporary employment and he, in that case, would be covered by the latter part of that clause under the head of employment of experts and temporary assistants, etc.

Mr. GILLETT. When you employ a special agent, they are under civil service?

Mr. GARFIELD. Yes.

Mr. GILLETT. And when you use the word "attorney" it excepts it?

Mr. GARFIELD. It would under the general rule.

Mr. BINGHAM. All this force in your department, with the exceptions indicated in the organic law, come under civil service?

Mr. GARFIELD. All of them; yes.

Mr. BINGHAM. Every one of your subordinate force except the three indicated in the statute originally?

Mr. GARFIELD. Yes.

Mr. LITTAUER. But you do not mean to have those special attorneys and examiners you have asked for come under civil service?

Mr. GARFIELD. They would be under civil service if I could find men on the register or in the Government service. I have in three instances asked the President to make a special exception where we found men with the qualifications needed.

Mr. LITTAUER. Which he does on a simple indication to the Civil Service Commission?

Mr. GARFIELD. Yes, sir.

Mr. GILLETT. This would save doing that?

Mr. GARFIELD. Yes, sir; because they are covered by the general law.

Mr. GILLETT. You think as a part of your notion that most of these men you want to get outside of the civil service you could not get by civil service?

Mr. GARFIELD. I question whether I could get them from the civil-service register, because they would be men who would not take the examination. They are men of high standing, and men to whom you have to pay higher salaries; but just as far as possible I believe in

taking them from men trained in that kind of work in the Government service if we can get hold of them. One other change asked is that the chief clerk be given \$2,500 instead of \$2,000.

Mr. BINGHAM. I thought you said the chief clerk is in the organic act?

Mr. GARFIELD. It is not in the organic act. It is in the appropriation bill of last year. I think I am right about that.

Mr. BINGHAM. And the only language is commissioner and deputy commissioner?

Mr. GARFIELD. Yes, sir; and the reason why I ask for that is if Congress sees fit to allow me to indicate a bureau of that sort, the chief clerk should be paid that amount, because he is a man who will have to be a lawyer. The present chief clerk is a lawyer whom I transferred from the Internal-Revenue Office.

Mr. BINGHAM. What has he been receiving?

Mr. GARFIELD. He was an \$1,800 clerk of the fourth class.

BUREAU OF MANUFACTURES.

Mr. BINGHAM. We will go to the Bureau of Manufactures. That, in fact, is a new bureau. You want \$27,200. Have you done anything on that?

Mr. GARFIELD. Nothing has been done on that.

Mr. BINGHAM. This is original?

Mr. GARFIELD. Yes, sir. The chief has not been appointed, for the reason there was no appropriation for this bureau. Now, the Secretary explained this morning if this bureau is organized it would take care of the information the general agents outside would give in.

Mr. BINGHAM. In other words, that would be a mere skeleton organization, to be developed afterwards?

Mr. GARFIELD. Yes, sir.

Mr. BINGHAM. What is the object of having the Bureau of Manufactures?

Mr. GARFIELD. Under the organic act the Bureau of Manufactures is given the general work of promoting and fostering the manufacturing interests of our people here, both at home and abroad, and in addition to that a number of things are specified which are now done by the Census or the Bureau of Statistics, or what was the old bureau of foreign commerce. The Secretary would not take any of the work which would be a duplication, but would divide that work among the proper bureaus now doing it and give to the Bureau of Manufactures the main thing; that is, the fostering and developing of the manufacturing interests abroad, finding markets, giving information to manufacturers about what the needs are in the foreign markets—

Mr. BINGHAM. And how to meet those needs?

Mr. GARFIELD. And how to meet those needs.

Mr. LITTAUER. From what consideration has been given to the future work of this Bureau of Manufactures, I take it for granted this office force when once at work after gathering together such data as they would want would need special agents again for the gathering together of information and investigations generally?

Mr. GARFIELD. It would be the purpose of the Secretary to use the special-agent force that would be assigned in the Census for domestic matters or for the special agents for which he is asking the \$100,000

appropriation here and information that can be obtained by special inquiries through consuls.

MR. LITTAUER. Could he not at present take the special agents of the Census Bureau and put them on such work as the Chief of the Bureau of Manufactures would desire to investigate?

MR. GARFIELD. That is a very interesting question. The census of manufactures, which is to be taken next year, a very great deal of that information would be obtained through them, and it is the purpose of the Secretary as far as possible to put all the work that is purely statistical and that belongs properly to the Census over into the Census, and to use the information for this Bureau only as it would particularly work out the question of the market for manufactured products.

MR. BINGHAM. At home and abroad?

MR. GARFIELD. Yes, sir; and use the special agents of the Census just as much as possible.

BUREAU OF LABOR.

MR. BINGHAM. Bureau of Labor. You continue that, I see, just as it is, just as it was transferred, with the suggested change of the disbursing clerk, calling him a financial clerk. What are his finances?

MR. GARFIELD. I will ask Mr. Soleau, who is the disbursing clerk of the Department, to answer that.

MR. BINGHAM. Why do you have a disbursing clerk here?

MR. SOLEAU. That money is disbursed through the Secretary's office. All the financial clerk would be required to do over there is to give the administrative order for the accounts of the special agents and prepare the pay rolls—

MR. BINGHAM. Do you mean that for the expenditure of \$103,000 a year you need a financial clerk?

MR. SOLEAU. That is the estimate of the Commissioner of Labor.

MR. BINGHAM. You are the disbursing clerk, I understand?

MR. SOLEAU. Yes, sir.

MR. BINGHAM. You are the disbursing clerk for the entire Labor and Commerce Department?

MR. SOLEAU. Not the entire Department. That part which relates to the Light-House Establishment is disbursed on the ground, because it is the best way to find out and pay the men, by army and navy officers detailed as engineers in the Light-House Service.

MR. BINGHAM. But do you disburse all the money of the bureaus and divisions appropriated for in this bill?

MR. SOLEAU. Yes; that particular one.

MR. BINGHAM. Why do you need, then, a financial clerk?

MR. SOLEAU. The Commissioner of Labor made that estimate, and it comes through on his recommendation.

MR. LITTAUER. You have taken away a part of his work?

MR. SOLEAU. Yes, sir.

MR. LITTAUER. Why have you not made a reduction of the force or compensation?

MR. SOLEAU. That is a question which the Commissioner of Labor could best answer.

MR. GILLET. I thought that was one of the advantages which came from consolidation?

MR. BINGHAM. It is the transfer of a bureau to you which has here-

tofore been independent, but is no longer independent, but dependent, and here is a subordinate for whom you ask \$2,000, and you dare not call him "disbursing clerk," but you changed the name and call him "financial clerk." That does not carry out.

Mr. SOLEAU. Only so far as he would take care of the preparation of the vouchers for that place. That is a question for you gentlemen to determine.

Mr. BINGHAM. Instead of 3 watchmen you estimate for 4 laborers. Charwomen you leave out. Is there anything further you want to say in regard to the Department of Labor?

Mr. GARFIELD. There is no change from last year, as I understand.

Mr. BINGHAM. Then go to the item, "For per diem in lieu of subsistence for special agents and employees," etc.

Mr. LITTAUER. Has that entire sum been used during the past year?

Mr. SOLEAU. Yes, sir; practically all. There may be a small balance of \$200 or \$300.

Mr. LITTAUER. You ask for the same and are using it this year?

Mr. SOLEAU. Yes, sir.

Mr. BINGHAM. The next is the stationery.

Mr. GARFIELD. It is all to be transferred to the general contingent fund of the Department.

LIGHT-HOUSE BOARD.

Mr. BINGHAM. Now we come to the Light-House Board. We gave them for 1904 just what they asked for.

Mr. LITTAUER. There is a decided increase here.

Mr. GARFIELD. There is a great increase in the estimate submitted. It is the same kind of increase that has been asked for before, but, as the Secretary stated, he simply makes the request that has been made before, that these suggestions about the Light-House Board be acted upon favorably.

Mr. LITTAUER. And he is their intermediary?

Mr. GARFIELD. Yes; but he has no opportunity to study this question that he would have had if he had it longer under his control.

Mr. LITTAUER. Consequently you allowed the estimates of the Light-House Board.

Mr. GARFIELD. As they sent them in.

CENSUS BUREAU.

(See also p. —.)

Mr. BINGHAM. Now we come to the Census Bureau. We first meet with the estimated increase in the salaries of four chief statisticians from \$2,500 to \$3,000.

Mr. GILLET. Would it not be well to ask in regard to the title? Of course the legal title is "Permanent Census Office," and the query is, would it be changed by putting in the name "Bureau of the Census?"

Mr. GARFIELD. That has been submitted to the Attorney-General, and it has been answered affirmatively that it can be done.

Mr. GILLET. Can you send us that opinion?

Mr. GARFIELD. Yes; we have it.

Mr. BINGHAM. Is the salary of the Director fixed at \$6,000 in the organic act?

Mr. SOLEAU. I think it is.

Mr. BINGHAM. How many chief statisticians have you?

Mr. SOLEAU. There are four.

Mr. BINGHAM. They have heretofore been receiving under the census \$2,500?

Mr. GARFIELD. Yes, sir.

Mr. BINGHAM. Why do you lift them up to \$3,000?

Mr. GARFIELD. The reason for that is stated by Mr. North, the Director of the Census, is that in the organization of the permanent census work he desires to get men who will be broader and bigger men than heretofore.

Mr. BINGHAM. Do you mean he would have bigger men than we had there before? Was not the field for 1900 larger than 1905?

Mr. GARFIELD. Not for this. Those men will have charge of the next decennial.

Mr. LITTAUER. Are they beginning the organization of the next decennial?

Mr. GARFIELD. The purpose of the Director (I am speaking without very careful consideration of his plans), is through the census of manufactures they form a skeleton upon which they can very readily and quickly build up an army of men that will be required for the next decennial.

Mr. BINGHAM. When do you expect to commence, the coming fiscal year?

Mr. GARFIELD. Yes, sir.

Mr. GILLET. Is that going to run the five years?

Mr. GARFIELD. By the things Congress has turned over to the Census Bureau to do—

Mr. GILLET. Does not the law indicate everything?

Mr. GARFIELD. Yes, sir; everything is very carefully stated there.

Mr. GILLET. I did not suppose that would last more than a couple of years.

Mr. GARFIELD. But there are other matters turned over to the census.

Mr. LITTAUER. Will they continue, too, so large a force right along? We are appropriating now for 1905, and, in fact, an increased appropriation is asked for for that year.

Mr. SOLEAU. You must take into consideration the Twelfth Census itself, and take into consideration the permanent census itself.

Mr. GARFIELD. As to that I should ask that the Director of the Census be permitted to give the committee his ideas of exactly what he should do.

Mr. BINGHAM. I think he should for this reason, we can not understand with the coming of the census of 1905 that there should be this increase of force, and further than that it is pretty hard to understand what this great force covering this \$85,000 is doing now. It is an immense force.

Mr. LITTAUER. This is only one part of it.

Mr. GARFIELD. If you will indicate the time I will see that Director North comes before your committee and gives an explanation of all these items.

Mr. LITTAUER. The Secretary in his office has not taken up the work of the permanent census office in any detailed way?

Mr. GARFIELD. Oh, yes; very carefully.

Mr. LITTAUER. More so than the Light-House Board?

Mr. GARFIELD. If the Secretary was here he could give much more detailed information than I, because he has been in very close touch with Mr. North in regard to this work.

Mr. BINGHAM. This is one-fourth of the force?

Mr. GARFIELD. Nearly half the force, or, I should say, one-third of the force here in town.

BUREAU OF STATISTICS.

Mr. BINGHAM. Bureau of Statistics; how far are you organized there beyond the original force?

Mr. GARFIELD. The only addition to that office was organizing the Bureau of Foreign Commerce, which was transferred from the Department of State.

Mr. BINGHAM. It was made a part of the Bureau of Statistics?

Mr. GARFIELD. Yes.

Mr. BINGHAM. With how much subordinate force?

Mr. GARFIELD. There were seven clerks altogether.

Mr. BINGHAM. What else is transferred?

Mr. GARFIELD. The work of the publication of the consular reports; that is all.

Mr. BINGHAM. How many were transferred with that?

Mr. GARFIELD. That seven included that. The seven clerks took care of that work.

Mr. BINGHAM. Then, the only increase of clerks from the old establishment of statistics was seven subordinate force. Now, you have had for the current year \$61,000, and I suppose the seven compensations would not amount to more than \$10,000?

Mr. LITTAUER. Why do you need two additional chiefs of divisions?

Mr. GARFIELD. There is one chief of division assigned to the work, and he came with them.

Mr. SOLEAU. There is one at \$2,100 who came from the State Department.

Mr. LITTAUER. That is already provided for here; then you want two more?

Mr. GARFIELD. Mr. Austin has the impression that his office is not properly organized, and he desires to bring it into a perfect organization. He has this additional work, and from time to time he has been given additional work to do.

Mr. LITTAUER. His additional work in this particular instance is provided for by the chief of division. How many subordinate force does that consist of—what is the force of the Bureau of Statistics—not more than 70?

Mr. SOLEAU. No, sir.

Mr. LITTAUER. Then why three divisions. A division means increased compensation and headship. Heretofore the officer in charge of the Bureau of Statistics has gotten along without any chiefs of divisions. By the transfer from the State Department he received a chief and now there is an estimate here for two more chiefs of divisions; what is the necessity?

Secretary CORTELYOU. The work of that Bureau is growing very much. We find it pretty difficult to get a few of the more important officials in the Bureau of Statistics at the salaries paid the clerks, and these men who have special attainments, who are specially qualified in this line—we had in mind to put in one of these as chief of division to help the system.

Mr. BINGHAM. The Bureau of Statistics, as far as my experience has gone, is pretty well organized to-day with a subordinate force that gives very valuable and very reliable and sometimes exceptional information. Now, we have transferred that to you but you have absorbed, however, in this a certain division of labor from the State Department?

Secretary CORTELYOU. A very small one.

Mr. BINGHAM. That is the only increase the Bureau of Statistics under you has received. Now, how far do you propose to broaden that line of work, and why, if you do not broaden it materially, can you not get along with the old force?

Secretary CORTELYOU. Now, I will answer that partly in this way. We have stored up a good deal of work by the increased attention given and the inquiries sent out to the consular officers; we are sending out a great many more inquiries; we have a great many inquiries out now to which we have not yet had an answer, giving the consular people a good deal more to do than before. When that comes back that can not always be taken precisely as they send it in; it needs to be arranged; it needs to be put in shape, either in the form of bulletins, which go to special trade interests or in various lines, not great big volumes that go out, but in small pamphlets that will be useful to certain lines of business.

Mr. BINGHAM. Now, you have a difference between \$60,000 and \$90,000, 33 per cent?

Mr. SOLEAU. There is \$5,700 of clerk hire which came from the Department of State with that, and there is \$6,500 additional paid to those people from an appropriation for the publication of the Diplomatic and Consular Reports, and that is included in here.

Mr. BINGHAM. Suppose we accept that, why the addition under that? A small bureau came over from the State Department, or a small body of people, 7 of them—

Secretary CORTELYOU. A very small bureau.

Mr. LITTAUER. There is an additional force of 12 clerks asked for and 4 laborers in addition to those that came over?

Secretary CORTELYOU. And \$12,000 came from the State Department. Let me say just this, Congress created this for the purpose of taking in various bureaus of other Departments, establishing new bureaus and making possible an organization that would go out into the world and do for commerce and industry what had never been done before.

Mr. LITTAUER. Without a doubt.

Secretary CORTELYOU. Now, we can not do that if we simply group these things around a central head, we have to have appropriations to go out into the wide world and do the work that we were created to perform.

Mr. LITTAUER. Have you any new line in statistics outside of the new work in the consular service?

Secretary CORTELYOU. You mean additional statistical work?

Mr. LITTAUER. Additional statistics, additional work that this Bureau of Statistics will have added to the new work brought from the State Department.

Secretary CORTELYOU. No; only as we have increased the number of our inquiries from consuls.

Mr. LITTAUER. Well, outside of that?

Secretary CORTELYOU. No; I do not think so, but we are advancing very largely on the statistical work; we are doing a great deal of internal commerce, the commerce of the lakes, something that the Bureau of Statistics has not done before.

Mr. LITTAUER. In my short experience this monthly abstract that we are receiving is growing and growing in size.

Secretary CORTELYOU. I will tell you we will change some of these conditions. We have begun to change this year. We want smaller bulletins. For instance, people in a certain line of trade do not care for a big volume. I have talked quite fully with Mr. Austin. These estimates came in from the bureaus, and in every case we cut down the whole. In the case of the Bureau of Standards I cut one-half, and I cut very materially in other bureaus, and in some I have not allowed any increase; but what we have asked for is because we see ahead of us work indicated, the correspondence of business people coming in asking for certain things, and we have not the facilities for doing it. The Chief of the Bureau, Mr. Austin, very urgently pressed that, and said he needed them to do the work; that he could not do it with the present force.

Mr. BINGHAM. For the payment of the services of experts, etc., \$5,000. What does that mean?

Secretary CORTELYOU. That is the same appropriation we have now.

Mr. GILLET. You ask for \$1,000 more?

Mr. BINGHAM. Does not the item of \$100,000 asked for in connection with the investigation of the foreign countries carry that item?

Secretary CORTELYOU. No sir; as I understand, we occasionally have to buy papers which are prepared on special subjects by people who are not employed by the Government, and for the payment of the services of experts.

Mr. BINGHAM. Why does not your contingent fund do that?

Secretary CORTELYOU. We are a little in doubt about that—whether the contingent fund could be used for that purpose—and we thought it better to put it here. I did not know the attitude of Congress about it, but I understood you can not use the contingent fund for personal services.

Mr. BINGHAM. And this is for the payment of written monographs?

Secretary CORTELYOU. I might illustrate by saying that "Commercial Cuba" was bought in that way.

Mr. LITTAUER. If I understand this right, this is for special outside work, some particular subject to be investigated by some individual.

Secretary CORTELYOU. By some individual specially skillful in technical lines, and we buy his paper. He writes a paper we believe to be valuable and we give him so much money for it.

Mr. LITTAUER. Why do you increase the amount?

Secretary CORTELYOU. Simply because we find already the necessity for doing that; we are at a standstill where we can not do a certain work of this kind, as we have not the money.

Mr. BINGHAM. Are you using this appropriation now?

Secretary CORTELYOU. Yes, sir.

Mr. BINGHAM. And using it in the way you have stated?

Secretary CORTELYOU. Yes, sir; and we have no more to use. We have to do a certain work and have no more money for that purpose, so we have asked for this small increase.

Mr. BINGHAM. And the reason you have not taken it up in the contingent fund is because you did not think you had the right to pay for the services?

Secretary CORTELYOU. I did not think personal services could be paid for out of the contingent fund.

Mr. GILLETT. Would not such a monograph be published in a magazine?

Secretary CORTELYOU. But it would not get the circulation the Government would give it.

Mr. GILLETT. No; not the circulation, but they would print it?

Secretary CORTELYOU. There would be only a limited circulation, and we can send them to the places where we know they are needed.

Mr. SOLEAU. There are certain men who have information you have to buy from them, as nobody else has it.

OFFICE OF STEAMBOAT-INSPECTION SERVICE.

Mr. BINGHAM. Office of Supervising Inspector-General, Steamboat-Inspection Service. That is an increase?

Mr. LITTAUER. You ask one promotion, you reduce one clerk of class 3, and add a clerk of class 4?

Secretary CORTELYOU. That is to give the possibility of promotion.

Mr. LITTAUER. And you have a clerk of class 2 additional?

Mr. BINGHAM. Then you cross out one clerk of class 1, stenographer and typewriter.

Mr. LITTAUER. They made him a clerk of class 2?

Secretary CORTELYOU. Yes, sir.

BUREAU OF NAVIGATION.

Mr. BINGHAM. Bureau of Navigation.

Secretary CORTELYOU. We ask there that the salary of the Commissioner be placed at the statutory sum.

Mr. BINGHAM. What is the pay of the Chief of the Bureau of Navigation?

Secretary CORTELYOU. He gets now \$3,600.

Mr. GILLETT. What do you mean by the statutory sum?

Secretary CORTELYOU. When it was provided, it was provided at \$4,000, and Congress for a number of years appropriated only \$3,600.

Mr. GILLETT. When was it provided?

Mr. SOLEAU. In 1884, I think.

Mr. BINGHAM. The Deputy Commissioner wants an increase?

Secretary CORTELYOU. No; the same salary and place which is now filled by a clerk, but we ask a proper designation. He acts as deputy. He is Deputy Commissioner, and it is not an increase of salary.

Mr. BINGHAM. Which gives authority so far as signing papers are concerned?

Secretary CORTELYOU. He signs now; but we want the designation to state what he does.

Mr. BINGHAM. Does he want any increase in salary?

Mr. SOLEAU. He is a fourth-class clerk who gets \$600 additional as deputy commissioner.

Mr. BINGHAM. This gives him a designation, and takes him out of the classified service?

Secretary CORTELYOU. We discussed it with Mr. Sanders, and he said it would be all right; that he would like to have this designation.

Mr. GILLETT. Does he prefer it?

Secretary CORTELYOU. Yes, sir; I raised that point myself.

Mr. LITTAUER. The organic law says that one fourth-class clerk shall be designated as deputy commissioner and shall receive \$200 extra, and we have gradually increased that. Now, this is a change of law.

Mr. GILLETT. And would be subject to the point of order, of course.

Mr. BINGHAM. In changing the designation you change the law in making him deputy commissioner?

Mr. LITTAUER. Because the law states that a deputy commissioner shall be a clerk of class 4, and that compensation has been increased as his services have been appreciated more from year to year.

Mr. LIVINGSTON. I do not believe the change of title would make it subject to the point of order at all. There is no increase in the salary.

Secretary CORTELYOU. I think you ought to call it what it is.

Mr. LITTAUER. This makes it a Presidential office?

Secretary CORTELYOU. No; I think not.

Mr. BINGHAM. Then you prefer the wording of it as it is in the present statute?

Secretary CORTELYOU. No; I should prefer him to be called deputy commissioner.

Mr. LITTAUER. You have no interest in it one way or another?

Mr. BINGHAM. It is an exceedingly well-run Bureau.

Secretary CORTELYOU. No, sir; we have not any designs on the gentleman himself, we will not get rid of him for a minute, and I simply want it because that is in accord with our system of designation in the office—commissioner, deputy commissioner, the commissioner of corporations, deputy commissioner, etc.

Mr. GILLETT. The President can appoint to the position of deputy commissioner?

Secretary CORTELYOU. Yes.

Mr. BINGHAM. Clerk to commissioner, \$1,600. That is new?

Mr. LIVINGSTON. Is that intended for a civil-service place?

Secretary CORTELYOU. Yes.

Mr. LIVINGSTON. Then why not designate it as one clerk of class 3?

BUREAU OF IMMIGRATION.

Mr. BINGHAM. Bureau of Immigration, \$28,000. Now, you have in the Bureau of Immigration a chief clerk, and you add the words "and actuary;" and you want him increased \$250?

Secretary CORTELYOU. No; there is no increase.

Mr. BINGHAM. Do you want that to remain as it is?

Secretary CORTELYOU. Just as it is.

Mr. BINGHAM. You say here, one supervising immigrant inspector (to be attached to this Bureau in Washington for special work outside). Do you want that to remain just as it is?

Secretary CORTELYOU. Yes, sir.

Mr. BINGHAM. One clerk of class 3. That is new. Instead of one clerk of class 2 you want three clerks of class 2, an increase of two. Why that increase?

Mr. BINGHAM. The Secretary wants the wording "to be attached to this Bureau in Washington for special work outside" eliminated.

Mr. LITTAUER. Why?

Mr. BINGHAM. You have no use for this here.

Mr. SOLEAU. That is on account of men doing work in Maryland and Virginia, and there is a general provision of law which makes it impossible to have those men in Washington only for a limited period.

Mr. BINGHAM. And you want to use them here?

Mr. SOLEAU. Yes, sir.

Mr. BINGHAM. One clerk of class 1 you increase to three clerks of class 1, and one clerk at the rate of \$1,000 you increase to three clerks of \$1,000?

Secretary CORTELYOU. That Bureau in Washington is a very small bureau, and it has supervision over a very large service outside, and Commissioner Sargent has repeatedly urged that he have a few more clerks.

Mr. BINGHAM. For what work?

Secretary CORTELYOU. In the immigration service. There is only a small Bureau of about twenty odd clerks to take care of the entire immigration service, Chinese-exclusion service throughout the country and in Canada and Mexico.

Mr. LITTAUER. How is that service getting on?

Secretary CORTELYOU. Oh, that service is increasing very much. We are putting men on the Canadian border and getting great results.

Mr. BINGHAM. You want two messengers, I suppose, on general principles, I might say. Now, you have here "including the cost of Federal Reporter." Do you want that stricken out?

Mr. GARFIELD. That was an appropriation for the purchase of the Federal Reporter, and it has now been purchased.

Mr. BINGHAM. Then that goes out.

Mr. GARFIELD. Yes, sir.

Mr. LITTAUER. What is the meaning of this additional language, which goes in in regard to care of Government property at the several immigrant stations? That is a pretty broad provision.

Mr. SOLEAU. That came usually under the Treasury Department. Now this Bureau is outside the Treasury, and it is a question of whether that money can be used in that way. The only intention here is so that the repairs of this property can be made and paid for and that there will be no question of it before the Comptroller when the accounts come for adjustment.

Mr. GILLET. You had better go to the sundry civil bill, I think.

Secretary CORTELYOU. Or take it out of that and put it in here.

Mr. GILLET. Or take that out of this and put it in the other.

Mr. SOLEAU. They transferred the balances of the appropriation to the Department of Commerce and Labor.

Secretary CORTELYOU. We have already had trouble with it and the reason we had it included here was the service came from the Treasury to our Department and they felt it was outside of their jurisdiction.

Mr. SOLEAU. The act regulating immigration provided that all expenses of regulating immigration should be paid from the per-

manent appropriation of the immigrant fund and these are similar expenses.

Mr. GILLET. We want to reduce that as much as we can.

Secretary CORTELYOU. The question is whether you want that to go on the sundry civil bill for a specific amount or whether the Secretary of Commerce and Labor would have the right to determine how much repairs shall be paid, just as much as he would determine the expense of regulating immigration. That is the only question at issue.

Mr. BINGHAM. About what do the annual fees from immigration amount to?

Secretary CORTELYOU. The expenditures now are at about the rate of a million dollars a year.

Mr. BINGHAM. What do we receive?

Secretary CORTELYOU. The income is estimated this year at something like \$1,300,000, and there is a balance of about \$700,000 in the Treasury.

Mr. LITTAUER. Now, in regard to this matter of details, will you explain the necessity?

Secretary CORTELYOU. We have had trouble in the immigration service occasionally by increase of work, and the Commissioner-General needs to call in those people from the outside, and under the present law he has been limited to three, and this simply provides that "by written order detail from the immigration service at large, not more than two additional inspectors or two clerks, to the Bureau of Immigration at Washington, for duty in connection with the work of the Bureau, etc."

Mr. SOLEAU. The former law says for temporary purposes only. Now, what is temporary and how many days go to a temporary detail is hard to state. Not long ago there was one gentleman on detail and the Comptroller decided it was a longer period than the law contemplated, and he disallowed about \$900.

Mr. LITTAUER. Is not the ordinary detail limited to ninety days?

Mr. SOLEAU. One hundred and twenty days from bureau to bureau. Mark you, now, that is the detail from a man in the outside service to service in Washington.

Mr. GILLET. Why is that necessary?

Mr. SOLEAU. On account of their increase of business. If you followed the statistics of the Bureau of Immigration during the current year you will find that it exceeded anything in the history of it.

Mr. GILLET. Do you mean there was overwork in Washington?

Mr. SOLEAU. Very much at times, and of course you have to have more inspectors in the field looking after this work.

Mr. BINGHAM. And hence the difference between \$19,000 and \$28,000. I think we understand this.

CENSUS OFFICE.

The next item is "Permanent Census Bureau." Without first going into the details, the appropriations for the year 1901 for your Bureau were \$685,800. Will you expend all that money?

Mr. NORTH. In the present year?

Mr. BINGHAM. Yes, sir.

Mr. NORTH. Yes, sir; and a great deal more than that. We have in addition to the amount that you name, the unexpended balance of the appropriations for the Twelfth Census.

Mr. GILLET. How much is that?

Mr. NORTH. We have \$685,800 besides the \$400,000.

Mr. BINGHAM. How much will you have unexpended at the end of this fiscal year?

Mr. NORTH. I can not tell you. If I had had a little notice that I was to be called I would have brought that information.

Mr. BINGHAM. Will you please send us those figures?

Mr. NORTH. Yes, sir. You must remember, gentlemen, that I have only been the Director of the Census since April.

Mr. BINGHAM. You ask for 1905, \$738,000?

Mr. LITTAUER. He asks for \$455,000 on page 462. There are two items of your estimate, one amounting to \$738,000 and the other \$455,000.

Mr. NORTH. From your statement of our expenditures for the current year all the incidental expenses of the Census Office have been taken out.

Mr. BINGHAM. All through this bill there have been considerable details to other divisions. Have you any idea of how many details there have been from the Census Office?

Mr. NORTH. In the clerical service?

Mr. BINGHAM. Yes, sir.

Secretary CORTELYOU. I think there have been 22 details.

Mr. NORTH. Not all to your Department. I think there were 22 detailed in all, and that two of those are in other Departments.

Mr. BINGHAM. How much in sum total does your estimate for the next fiscal year exceed your present allowance for this fiscal year?

Mr. NORTH. The appropriation bill allowance?

Mr. BINGHAM. Yes, sir.

Mr. NORTH. It is quite a little larger.

Mr. BINGHAM. How much?

Mr. NORTH. I can not tell you just how much. It is larger because we have to make in the coming fiscal year the five-year census of manufactures, which was provided for in establishing the permanent Census Office and which will cost us, by the lowest estimate we can make, \$600,000.

Mr. GILLET. Will it all be done in a year?

Mr. NORTH. We expect to begin it on the 1st of January, 1905, and to finish it before the following January.

Mr. LITTAUER. So you estimate for half of the work in this bill?

Mr. NORTH. Yes, sir.

Mr. LITTAUER. But is not your general work reaching toward an end?

Mr. NORTH. No, sir; it is just about to begin.

Mr. LITTAUER. What additional legislation has placed this additional work on your office?

Mr. NORTH. We are centering all our energies on the compilation of the Philippine census, upon which we have about 200 clerks employed, and we will have 300 employed on that work by the 1st of January.

Mr. LITTAUER. How long do you estimate you will keep these people at work?

Mr. NORTH. It is quite a big census, over 8,000,000 people enumerated; there are nearly a million farm schedules, and a half million manufacturing schedules, and there is a very large number of vital

statistics schedules. I do not think that the work can be possibly completed before the end of the present fiscal year.

Mr. BINGHAM. How many subordinate force have you—about 200?

Mr. NORTH. At present about 200.

Mr. BINGHAM. You do not propose to increase it?

Mr. NORTH. Yes, sir; we propose to detail from other branches of the work additional clerks to bring it up to the neighborhood of 300.

Mr. BINGHAM. That is the only additional work that Congress has imposed upon your permanent Bureau?

Mr. NORTH. That is the only additional work that Congress has imposed. The Secretary of the Department of Commerce and Labor has very properly imposed other additional work.

Mr. BINGHAM. Of what character?

Mr. NORTH. He has transferred from the Immigration Bureau the compilation of the statistics of immigration, so that they may be made to fit into the regular compilation returns of the census.

Mr. GILLETT. How much force will that take?

Mr. NORTH. We begin it the 1st of January, and I think we can do all that work with six or eight clerks.

Mr. BINGHAM. What other additional work?

Mr. NORTH. The Secretary has also transferred to the Bureau of the Census the compilation of the social statistics of cities of 30,000 inhabitants or over.

Mr. BINGHAM. That is entirely new?

Mr. NORTH. Yes, sir; previously that work had been done by the Bureau of Labor, but it fits in so absolutely with a similar inquiry for cities of 15,000 inhabitants imposed upon us by the law that it was obviously a matter of economy to combine the two into one. It brings them into exact uniformity and harmony with each other.

Mr. BINGHAM. Does the organic law indicate in specific detail the extent to which the census of 1905 shall go?

Secretary CORTELYOU. I would rather have Mr. North answer that question?

Mr. NORTH. The permanent census act does that.

Mr. BINGHAM. And the two inclusions you mention the Secretary has made are indicated in that statute?

Secretary CORTELYOU. No, sir; that is the additional work that comes under the authority given to me to rearrange and consolidate the statistical work and put it where it ought to go.

Mr. LITTAUER. The work taken from the Labor Department will employ how many clerks?

Mr. NORTH. That work will run with our regular city inquiries. Just how much it will increase the work I am not prepared to say. We will begin that work in the coming spring.

Mr. GILLETT. It will be quite large?

Mr. NORTH. It is a great piece of work.

Mr. GILLETT. "The slums of great cities," is that the work?

Mr. NORTH. No, sir; this is what is called the Social Statistics of Cities.

Mr. BINGHAM. What is that?

Mr. NORTH. Every September from the Bureau of Labor we have had one complete bulletin devoted to these statistics of cities of over 30,000, of which there are 156 or 157. The census act extended that inquiry to all cities, practically.

Mr. GILLETT. Annually?

Mr. NORTH. Decennially, the small cities.

Mr. GILLETT. Are you going to do it annually for the big cities?

Mr. NORTH. The law requires that it shall be done annually. There was an attempt made in the last Congress to change that law, to make it a biennial inquiry, but the bill failed in the final days of the session. But I do not think that anybody believes that it is worth while to make so extensive and expensive an investigation more than once in two years.

Mr. LITTAUER. And the work from the Department of Labor is decennially or annually?

Mr. NORTH. They have been doing it annually under the provisions of the law.

Mr. GILLETT. After the Philippine work is done and after the manufacturing work is done then you will drop back to the regular routine census work. There are no special works that you see before you except your regular census work?

Mr. NORTH. I do not at this moment. Of course our regular census work is liable to be increased at any time. It is increasing now.

The Secretary has given us still another—quite a little—item of work to do, which is the compilation of the statistics of the classified civil service. That he has done at the request of the Civil Service Commission, who found themselves, as I understand it, entirely without necessary clerical force to make the compilation of statistics of the classified service.

Mr. LITTAUER. There has always been a compilation?

Mr. NORTH. Never.

Mr. LITTAUER. We receive a book giving that information?

Mr. NORTH. Not a specific compilation. This is going to be a tabular presentation of the classified service of the United States.

Mr. BINGHAM. In what form?

Mr. NORTH. I know very little about it. The Commission itself prepares the character of the tables they want.

Mr. BINGHAM. In the annual report they give tables of the number of appointments, etc.

Mr. NORTH. Those are the current statistics of the year. Now, what they are going to do is to present a statistical statement of the situation as it has come to exist during the accumulation of the years since the Commission was organized. They are going to state, for instance, how many persons there are from the State of Pennsylvania on the rolls of the civil service throughout the United States; they are going to state the average age, and so forth.

Mr. BINGHAM. That is being done under what authority, the Secretary?

Mr. NORTH. The authority is undoubtedly in the Secretary.

Mr. BINGHAM. In the transfer of the old census establishment into this Bureau of the Census under the Department of Commerce and Labor, have you not taken substantially the old experienced men?

Mr. NORTH. Absolutely.

Mr. BINGHAM. I see you have a number of increases of salary for them. Have they not worked under their old salaries for a number of years?

Mr. NORTH. There is a little increase of salary. I have explained it fully to the Secretary. There are a large number of the trained

men of the Bureau who are now serving as special agents instead of in the classified service. They were appointed to those positions.

Mr. BINGHAM. You mean when you say "classified service" classified into the clerkships, as classes 1, 2, 3, and 4?

Mr. NORTH. Yes, sir.

Mr. GILLET. Special agents under the civil service?

Mr. NORTH. No, sir.

Mr. LITTAUER. Are you paying them now out of the balance of the old fund?

Mr. NORTH. No, sir; out of our regular appropriation.

Mr. GILLET. Where is your authority?

Mr. NORTH. By the law creating the Census Office, as well as by the law for continuing the Twelfth Census.

Mr. GILLET. You have both of those paragraphs to that effect?

Mr. NORTH. Yes, sir.

Mr. GILLET. How many of those men are there?

Mr. NORTH. There are 10 or 15 in the office.

Mr. GILLET. Men wholly outside of the civil service?

Mr. NORTH. Yes, sir.

Mr. BINGHAM. Does the Civil Service Commission know that?

Mr. NORTH. It does. This provision of the estimates, if you adopt it, is intended to carry them into the classified service.

Mr. GILLET. Where is that?

Mr. NORTH. The general estimates for increases of chiefs of division, 13 clerks of class 3, an increase of 7 submitted; and 22 clerks of class 2, an increase of 12 submitted.

Mr. BINGHAM. That classification puts them under the civil service?

Mr. NORTH. These are estimates to provide for the men who are now acting as special agents, because there were not enough clerical positions created by the act establishing the permanent census to enable Director Merriam to retain the services of these men in any other way, and he therefore asked the Attorney-General if he was entitled to employ them in this way, as special agents, in order to retain their services, and the Attorney-General rendered a decision, at some length, that he was. They are now still there, acting as special agents, notwithstanding the fact that the Census-office law says that the special agents shall not be employed in clerical work. It is on that account that I am anxious to get these men back into the regular line of clerical service.

Mr. BINGHAM. And that line of special agents as herein stated are doing clerical work, and you have put them into classification of classes 1, 2, 3, and 4?

Mr. NORTH. Yes, sir.

Mr. BINGHAM. Will that classification bring them under the civil service?

Mr. NORTH. That is a question you will have to answer for me.

Mr. GILLET. How can you put them into the civil service?

Mr. NORTH. I think myself that you will have to include in the appropriation bill a declaratory statement. That is my judgment. I do not see why any objection should be made to doing it in that way.

Mr. LITTAUER. But you have a clear and confident opinion that you have the right to use the special agents for clerical work?

Mr. NORTH. We have but the opinion, rested on the presumption by the Attorney-General, that this is to be a temporary employment.

Mr. GILLETT. How long has it gone on?

Mr. NORTH. Ever since the organization of the permanent Census Office, which was a year ago last July.

Mr. GILLETT. Could you send us a copy of the opinion of the Attorney-General?

Mr. NORTH. Yes, sir; I shall be glad to do it. I do not have the slightest doubt of the authority of Director Merriam in doing so, but I have grave doubts of the propriety of doing it indefinitely, and we can not lose these men.

Mr. GILLETT. How many are there?

Mr. NORTH. I said 15, but the exact number of them I do not carry in my mind at this time.

Mr. GILLETT. It is not a large force, anyway?

Mr. NORTH. No, sir.

Mr. GILLETT. They are skilled clerks?

Mr. NORTH. The very best people we have, and a number of them are acting as chiefs of division, and if these increases are not made they will have to go down to positions of clerks of class 1, \$1,200.

Mr. GILLETT. How could they get into the civil service easier?

Mr. NORTH. Not without this declaratory statement. They will have to go out of the office, and it would cripple us a very great deal to have that done. I am quite sure that this appeal will be considered by you gentlemen as a reasonable one.

Mr. LITTAUER. Would you like to retain them at the same salaries they are receiving?

Mr. NORTH. Yes, sir; the equivalent salaries. They are now paid by the day; they are per-diem men.

Mr. BINGHAM. But annual in effect?

Mr. NORTH. Yes, sir; their salaries vary from \$1,500 to \$2,000, and we want to put them all in at annual salaries.

Mr. BINGHAM. How much?

Mr. NORTH. The same as they are getting, or the equivalent of what they are getting.

Mr. GILLETT. Their salaries vary?

Mr. NORTH. Yes, sir. There is a provision here, which I have no doubt you have noticed, that proposes to increase the salary of the chief statisticians from \$2,500 to \$3,000.

Mr. LITTAUER. Please explain that.

Mr. NORTH. There are four men who acted as chief statisticians during the Twelfth Census at a salary of \$3,000. They did admirable work and they worked very hard. I was one of them, so I know. They worked a good deal at night and put a great deal of sweat and blood in their work, and when they were through, or before they got through, Congress passed a permanent census act and rewarded them by reducing their compensation to \$2,500. Now, it is perfectly obvious to me that if they were worth \$3,000 at the beginning of their work they must be worth at least that much now.

Mr. LITTAUER. Is it not a fair inference that the work of the Census would become simpler and that consequently the compensation should be on a smaller scale?

Mr. NORTH. That was undoubtedly the inference, but as a matter of fact these men are working just as hard, not quite so hard—

Mr. LITTAUER. On as important work?

Mr. NORTH. Yes, sir; much of it more important. We are engaged

at this very moment in completing the field work of the inquiry on wealth, debt, and taxation, and I think it is going to be the most important piece of work that the Census Office has done, and the man who is in charge of it is admirably qualified for it. He is a man who was paid \$3,000 during the Twelfth Census and is now paid \$2,500.

Mr. LITTAUER. Was not the Director also paid a higher salary?

Mr. NORTH. He was.

Mr. BINGHAM. What does he do?

Mr. NORTH. He does pretty nearly everything. This particular man is in charge of wealth, debt, and taxation?

Mr. BINGHAM. What is his subordinate force?

Mr. NORTH. It is all broken up. He is also compiling the statistics of agriculture for the Philippine census. He is also preparing the immigration statistics under the joint resolution of Congress. He is also doing some other variety of work.

Mr. BINGHAM. What is his subordinate force?

Mr. NORTH. In numbers?

Mr. BINGHAM. Approximately?

Mr. NORTH. At this moment about 185.

Mr. BINGHAM. Was he in the old Census?

Mr. NORTH. Yes, sir.

Mr. BINGHAM. What compensation did he receive?

Mr. NORTH. Three thousand dollars.

Mr. BINGHAM. This is the same?

Mr. NORTH. Yes, sir. It ought to be \$3,500, but the Secretary thought we ought not to ask for that. We will ask for the other \$500 next year.

Mr. GILLETT. What have you to say about this clerk to the Director?

Mr. NORTH. There is now a position in the Census Office called "stenographer," at \$1,500, put in the bill with the expectation and intention of being the Director's private secretary, and yet the Director's private secretary is not required to be a stenographer, and the average stenographer is not up to the requirements of that position. The work that he does, in my judgment, is of sufficient importance to justify an increase in his salary from \$1,500 to \$1,800.

Mr. GILLETT. Do you keep the same man?

Mr. NORTH. Yes, sir; and change the title of his office.

Mr. GILLETT. Why change the title?

Mr. NORTH. Because he is not a stenographer. He dictates letters to a stenographer. He was transferred into that particular position with the approval of the Civil Service Commission, who went all over the papers and agreed under the circumstances that his duties were sufficiently described by the word "stenographer" to justify it. He dictates to stenographers.

Mr. LITTAUER. You have an opinion from the Civil Service Commission that under an appropriation for a "stenographer" you can engage a man who dictates to a stenographer?

Mr. NORTH. I have an opinion from the Civil Service Commission that this particular man who was engaged in other work could be transferred to this particular position under the statement of facts made to them.

Mr. BINGHAM. With the exception of the special agents that you speak of, everyone else in your establishment is under the civil service?

Mr. NORTH. Yes, sir; with the single exception of the unskilled laborers.

Mr. BINGHAM. They are not under the civil service?

Mr. NORTH. I believe not.

Mr. BINGHAM. I think they are everywhere else.

Mr. NORTH. I think not, sir.

Mr. BINGHAM. With the exception of the special agents and the unskilled laborers, everybody else in your Department is under the civil service?

Mr. NORTH. Yes, sir; every living soul, even the charwomen.

Mr. LITTAUER. On page 261 you reduce the number of copyists from 90 to 46. Is that work finished?

Mr. NORTH. Those are the \$900 clerks. As the number of our clerks increase the number of \$900 clerks decreases. That, I think, is natural.

Mr. GILLETT. Then you promote the \$900 clerks?

Mr. NORTH. We have in our office now, I think, vacant a number of \$900 positions. That is to say, the clerks have been promoted out of that class. They have earned advancement in salary. Therefore it is not necessary to continue so large a number of clerks of that class.

Mr. GILLETT. If that process went on, ultimately you would not have any \$900 clerks; you would have all higher class clerks.

Mr. NORTH. They are all efficient clerks and ought to get the benefit of the promotion; do you not think so?

Mr. GILLETT. I am not prepared to say.

Mr. NORTH. Until it becomes necessary to recruit our force by new clerks, which time is now in the distance. Then they come in at the lower rate.

Mr. LITTAUER. At the present time you have not the full number of clerks that are appropriated for?

Mr. NORTH. We have more.

Mr. LITTAUER. Because you have determined that you must have in the number of clerks some that you engage through the agency of special agents?

Mr. NORTH. No, sir; but there are quite a number of clerks that are being carried on the unexpended balance.

Mr. LITTAUER. Those are special agents?

Mr. NORTH. No, sir; there are quite a number of clerks. There may be a dozen; I do not think there are more than that. In addition to these special agents in the office we have quite a large force of special agents outside engaged in field work, which is the work they were engaged to perform by the provision of law.

Mr. BINGHAM. Those are employed now?

Mr. NORTH. Yes, sir.

Mr. BINGHAM. On such work?

Mr. NORTH. Yes, sir; there are 50 or 60 of them.

Mr. BINGHAM. Going around the country?

Mr. NORTH. Yes, sir; getting these statistics for wealth, debts, and taxation from financial offices. We have 600 special agents in the Southern States collecting the statistics of cotton gins.

Mr. BINGHAM. Are they temporary?

Mr. NORTH. No, sir; under the law we have them from year to year.

Mr. BINGHAM. Are they paid from this appropriation?

Mr. NORTH. Yes, sir. We are paying out over \$100,000 to collect

these statistics. It costs a great deal of money, but I think it is well worth it.

Mr. BINGHAM. Are they regular clerks?

Mr. NORTH. Special agents.

Mr. BINGHAM. On your regular establishment?

Mr. NORTH. Yes, sir.

Mr. GILLETT. How does the lowest grade of clerks, he or she, compare with the ordinary copyist's work? You have these tabulating machines?

Mr. NORTH. We are using the punching machines on the Philippine census, and the tabulating machines will be used later.

Mr. GILLETT. Is that easy or hard work?

Mr. NORTH. It is pretty hard work.

Mr. GILLETT. I was thinking as to its pay, as to its being higher pay.

Mr. NORTH. It is not extra pay, but it is hard work. When you get 25 clerks all doing practically the same thing, and one of them makes a record and the rest of them have to come up to that record or appear to be deficient or inefficient clerks—

Mr. GILLETT. They do not agree, as they do in the Printing Office, to do so much in a day and then stop?

Mr. NORTH. We do just the other way in the Census Office. We keep it up as high as we can and then think that it ought to be higher.

Mr. GILLETT. And the clerks have emulation enough to do it?

Mr. NORTH. They do it on the ground that it will aid them in their preferment and promotion.

Mr. LITTAUER. The statute is very broad, and it practically vitiates any use of our going over this item and giving you one class of clerks or another under this unexpended balance.

Mr. NORTH. That is true.

Mr. LITTAUER. If the clerks were worthy you could place them all in class 4?

Mr. NORTH. That would place me in an awkward position at the end of this fiscal year.

Mr. BINGHAM. You can make assignments of work under the \$400,000 transfer as you desire it?

Mr. NORTH. As the expediency of the service requires.

Mr. BINGHAM. Just as you desire, because you are covered by that?

Mr. NORTH. Yes, sir.

Mr. BINGHAM. Now, you take them up in the permanent establishment?

Mr. NORTH. Not necessarily.

Mr. BINGHAM. You estimate in effect for the same amount?

Mr. NORTH. No; I think not. It is very much less than the amount of our annual appropriation, plus the \$400,000.

Mr. BINGHAM. Your appropriation for this year, including rent and miscellaneous expenses, which is about \$70,000, is \$926,000. You estimate for the next year \$1,256,000, exclusive of rent and miscellaneous expenses?

Mr. NORTH. I have explained that by the statement that the census of manufactures is going to cost us about \$600,000 beyond what would ordinarily come into the cost of the Bureau.

Mr. LITTAUER. Of which \$300,000 must be appropriated for in this bill?

Mr. NORTH. Yes, sir.

Mr. BINGHAM. Or just half the amount?

Mr. NORTH. Yes, sir.

Mr. LITTAUER. You want to promote a skilled laborer to be a map mounter?

Mr. NORTH. I think that is simply a change of title.

Mr. GILLET. Instead of saying "special agents to secure information for special reports and expenses of the same," you say "securing information for census reports, including compensation of special agents?"

Mr. NORTH. There is a reason for that. The census act not only authorizes the Director to send special agents into the field for the collection of statistics, but it also authorizes him to send the clerical force of the office into the field with all the functions of special agents. The fact of the matter is that during the past year the field work has been done chiefly by the clerical force. It is economical to do it by the clerical force. It is of advantage to the clerical force because it throws them into close touch with the work.

Secretary CORTELYOU. It eliminates the special agents from office work altogether, and utilizes the clerical force in the field as well as in the office work.

Mr. LITTAUER. It is possible for you to permit the clerical force to go out into the field?

Mr. NORTH. Yes, sir; but that can not continue on a very large scale. When we get the office fully arranged, so that we can scatter the force from time to time on particular inquiries and get them out of the way rapidly, half of the force in the field and the other half compiling the work as they turn it in, as quickly as that is done we will take up another inquiry.

Mr. LITTAUER. Would that in the end do away with the heavy special detail needed for the new census?

Mr. NORTH. No, sir. When the new census comes on we must renew all the machinery that we had in the Twelfth Census, and a great deal more. I suppose there will be 100,000,000 people to enumerate in 1910 as against 75,000,000 last time, and it will be more expensive.

CONTINGENT EXPENSES.

Mr. LITTAUER. When we look at an item of contingent expenses with very little specifications thereunder (you have a few items here), and we find a quarter of a million dollars in a lump sum, and a very long description of what it may be for, including many items, and then we find your statement of what the subdivision has done for the various bureaus during the past year, it is natural for us to want some additional information.

Secretary CORTELYOU. Yes, sir.

Mr. LITTAUER. For the purpose of starting this matter of contingent expenses out in a right course and eliminating so large a sum as one item of appropriation, I would like to know whether you have considered the method in which contingent expenses are handled by the Treasury Department—from which most of your bureaus came—where contingent expenses are divided into specific sums for the various purposes for which the contingent expenses may be used.

Secretary CORTELYOU. Yes, sir. I have considered that very fully.

Mr. LITTAUER. Will you give us a reason why you gather it all together in one lump sum?

Secretary CORTELYOU. To begin with, where you appropriate specific sums you reach a limit in purchases or expenditures. If we have the entire contingent fund consolidated we can buy in large quantities for all the bureaus, and then we have a degree of supervision larger than we have where it is set out for individual bureaus.

Mr. LITTAUER. I do not mean to have you specify for individual bureaus, but rather for particular purposes. The Treasury Department, for instance, gives us a certain sum for stationery, for postage, for newspapers, and so on; so much for the purchase of ice, and so forth. I think the gathering of the sums together and making all your purchases for all the bureaus through one head is the preferable way, but here in the estimates is the sum of \$255,000. You could properly use it all for the purchase of professional and scientific books. It is very hard for us to come to any comprehension of whether \$255,000 is proper or not.

Secretary CORTELYOU. I do not know about that. I have set forth the requirements of the individual bureaus, based on the present experience, and have allotted to each bureau what it has to start on and in a general way what that expenditure is made for.

Mr. LITTAUER. But there are certainly natural subdivisions for which contingent expenses are proper?

Secretary CORTELYOU. It is a very difficult matter to estimate for those where you have a department scattered out throughout so many bureaus and where there are so many new features. There are some things that we can not estimate for on the same basis that an old establishment that has had long years of experience could. We have purchases to make for which we have no experience to guide us.

Mr. LITTAUER. You have taken the total expenditures of the past years to guide you in making this total amount?

Secretary CORTELYOU. We tried, as far as possible, to give these allotments to the several bureaus.

Mr. LITTAUER. That we appreciate very fully. The question now is as to the amount of contingent expenses for the future, whether it is proper to do it as you have done it in your estimate and make one lump sum, or whether it can be subdivided into natural subdivisions that would give us a better appreciation of what you are going to spend this money for?

Secretary CORTELYOU. I think not when I set out practically how all that money is now used. If a dividing line is put up for certain expenses, I am hampered if I want to make a large purchase of supplies for the whole Department—for instance, the purchase of carpets.

Mr. LITTAUER. You have so much for carpets and similar expenditures?

Secretary CORTELYOU. That is very true, but it may stop ahead of our needs.

Mr. BINGHAM. Suppose we are asked how much of this vast expenditure is for coal or furniture. We can not answer it; it is wholly in the discretion of the Secretary?

Secretary CORTELYOU. That can be answered by referring to this note I have given here, which allots to each bureau what it is going to have, but we consolidate it in the interest of economy and good administration by having the control center in the Secretary.

Mr. LITTAUER. Take the item "Care of and necessary repair and improvement of buildings and grounds." What is going to limit you in the expenditure of this \$255,000 for that purpose?

Secretary CORTELYOU. The same condition would apply to any appropriation in a lump sum, and there are quite a number of lump-sum appropriations made.

Mr. LITTAUER. But we are now starting a new department, and we want to use the best experience we can have.

Secretary CORTELYOU. Certainly; and I have gone as far as I thought good administration would admit by outlining what the requirements of each bureau might be. You take the Bureau of Labor. Their expenses are probably so much. Of course they would vary a little, but I think that is a matter that could be left to the latitude of the Secretary.

Mr. GILLET. Why can not you do what is done in the other Departments, put in your items, so much for postage, etc.

Mr. SOLEAU. Because the bookkeeping does not show the expense of each separate item, and it will be necessary to go into the auditor's department and take out all the vouchers and examine them and then get the average for the year.

Mr. GILLET. You have already an average for the year?

Mr. LITTAUER. We want, if possible, and it is the general desire, to get at the particular sums for these contingent expenses. If we were to be asked how we were going to expend your submitted estimate of our appropriation of \$255,000 in a lump sum, covering all this, I am quite confident that we could not give a suitable reply.

Secretary CORTELYOU. I think you could properly reply, just as I have here, that they are consolidated through the various bureaus, each bureau having so much.

Mr. LITTAUER. Why not consolidate the items under the bureaus you have given us here?

Secretary CORTELYOU. Look over the other miscellaneous items of the last appropriation bill. They are divided as you state. We do not know from the various bureaus that came to us from the Treasury Department what portion of these divisions was allotted to each bureau, and so, as Mr. Soleau has explained, you have to go to the books in the Auditor's office to know how they have divided the money. We simply know the lump sum. In the Interior Department the sum of \$90,000 was given for contingent expenses. That appears on page 205. We understand that a proportion of that amount was expended for the Census Office, but we do not know what proportion.

Mr. NORTH. We know exactly what the Census Office has cost in all these items.

Mr. BINGHAM. Our contingent allowance to the Treasury Department is \$100,000 for a subordinate force of 2,800. The contingent expenses of the Interior Department are \$150,000 and they have a force of 3,400. I do not suppose your force will exceed 1,500?

Secretary CORTELYOU. Fourteen or fifteen hundred.

Mr. BINGHAM. And yet your "contingent expense" estimate comes in at a very much larger figure.

Secretary CORTELYOU. I have set out here under the head of each bureau just what is expended under the heads of "contingent." The point that you are making is that we should set out so much for individual lines of expenditures.

Mr. BINGHAM. You are asking for \$100,000 more money for "contingent expenses" than the Interior Department, which is our largest expenditure for "contingent expenses," and \$150,000 more than the Treasury Department. You ask \$255,000 for "contingent expenses" for a force of 1,400 or 1,500.

Mr. SOLEAU. The service in the new Department will be entirely different. There is a railroad service, a steamship service, and all the scientific bureaus, that need more contingent expenses than the ordinary class of offices. That makes a difference.

Mr. BINGHAM. They are all here?

Mr. SOLEAU. All these bureaus are here, but the needs are different. We have an outside service. Here is the Fish Commission, where they have their railroad service, and it is necessary to have contingencies to make repairs there. The Coast Survey has its ship service. That is the most miscellaneous service, and probably now has more miscellaneous duties than any other department.

Mr. BINGHAM. You mean that the divisions of your line of work are of that character that a larger contingency is necessary than in the general routine work of the other departments?

Mr. SOLEAU. Yes, sir; the amounts given for the current year indicates that. Of the \$255,000 only \$63,000 is for the new bureaus of the Secretary's office, the Bureau of Corporations, and the bureaus that the Secretary proposes to organize. All the rest is based on the appropriations for the current year for the offices transferred into the new Department. So the increase, as a matter of fact, is but \$13,000 the net increase. We had \$50,000 for the new Department, and it is increased to \$63,000. That is really the entire increase.

Mr. GILLETT. If that is so, it ought to be easy to divide the lump-sum appropriation?

Secretary CORTELYOU. I am not contending that we can not do that, but I think it would be better administration and not hamper the Department to make this lump-sum appropriation.

Mr. LITTAUER. It would be something of a task to formulate these things, but it is probably in line with good legislation to do so.

Secretary CORTELYOU. The principal reason we have not done so is because we have not had a full year's experience to go on.

Mr. HITCHCOCK. It is impossible to make that classification with the present data. When we have one full year's record of the Department as it is organized now we can very readily make the classification.

Mr. LITTAUER. If you did try to formulate the contingent expenses in this way, which we consider a very proper way, and if you should make a mistake, you could always come to us for a deficiency.

Secretary CORTELYOU. What I am particularly anxious about is that this aggregate amount may be allotted in the interest of economy. Would this suggestion be proper—that a provision be inserted that beginning with the next fiscal year the estimates should be submitted as you state? You want it presented, Mr. Gillett, in the other form but under the same control.

Mr. GILLETT. We want it under your control.

Secretary CORTELYOU. I will undertake to submit that matter in the form you desire it.

Mr. LITTAUER. Now, the office of the disbursing and appointment clerk in the Secretary's office.

Mr. SOLEAU. That went off a little abruptly after lunch, and I would

like to make a statement in relation to it. In the new Department the disbursing office has been combined with two others, that usually of accounts in most Departments, and of appointments. The estimate is a very conservative one when you consider the work we have to do.

We disburse about \$3,000,000 a year in that office, and the appointment work has involved, since the 1st of July, about 5,000 different letters, and then we have all the accounts to administratively examine, as required by the Dockery Act, and of all the other offices of the Department. The office is required to be the bookkeeping branch of the whole Department, pass all requisitions to the Secretary, and, in view of that condition, I do not see how the office can be maintained with a fewer number of clerks, and in fact—

Mr. BINGHAM. How many have you asked for?

Mr. SOLEAU. Fourteen, I think it is.

Mr. BINGHAM. Fourteen clerks?

Mr. SOLEAU. Yes, sir.

Mr. BINGHAM. With yourself that makes 15 places, and then a messenger?

Mr. SOLEAU. No; I put in an assistant in the office who does the messenger work.

Mr. BINGHAM. What is the amount of the salary recommended?

Mr. SOLEAU. \$23,520 for the whole office.

Mr. BINGHAM. What is the salary of the disbursing and appointment clerk?

Mr. SOLEAU. During the current year it is \$2,500, and the Secretary has seen fit to ask an increase of \$500—making it \$3,000—because in most of the offices there are two salaried clerks, one for appointment and the other for disbursements, usually making from \$4,500 to \$5,000 for the two offices, and many offices do not show as much activity either.

NATIONAL BUREAU OF STANDARDS.

STATEMENT OF MR. S. W. STRATTON, DIRECTOR OF THE BUREAU OF STANDARDS.

Mr. BINGHAM. Mr. Littauer took a special interest in the establishment of your Bureau under the current law, and in looking at it he seems to think some items ought to be explained, because he had conversed with you in connection with the current law. Now, Mr. Littauer, will you go on?

Mr. LITTAUER. Well, beginning in the first place you want to increase the chemist from \$3,500 to \$4,000.

Mr. STRATTON. This position corresponds to that of physicist, the salary of which was increased from \$3,500 to \$4,000 last year. The physicist and chemist together constitute the chief scientific advisers to the Bureau. The chemist is frequently called upon to decide questions submitted by the best chemists of the country. He is one of three men that the leading chemists of the country suggested as qualified to fill the place. It took two years to find a suitable man. In thirty days after appointing him he was offered a salary of \$4,750 by the College of the City of New York. One of the most important questions submitted to the Bureau is the polariscopic analysis of sugar in connection with the customs service. The solution of this important problem requires the services of a chemist of the highest rank,

and one who will be accepted as an authority by the highly paid experts of the sugar refining interests. We have such a man, he is giving excellent satisfaction, and he should have a salary adequate to the position.

Mr. LITTAUER. How many years has he worked at \$3,500?

Mr. STRATTON. He was appointed about six months ago.

Mr. LITTAUER. This position was vacant?

Mr. STRATTON. Vacant two years before we could get a man to fill it at the salary provided and who is the kind of man required in the position.

Mr. LITTAUER. Then he has only had six months' experience in your Bureau?

Mr. STRATTON. He has twenty year's experience in that kind of work.

Mr. BINGHAM. How old a man is he?

Mr. STRATTON. Forty-five; he is one of the leading chemists of this country and was indorsed by our most prominent chemists.

Mr. GILLET. Who is the associate chemist?

Mr. STRATTON. The associate chemist is a chemist appointed from the Geological Survey. He has served several years at the present salary and is in the regular order of promotion; his salary should be raised. He is a man of perhaps 45 years of age, a graduate of Johns Hopkins University, and before his appointment at the Geological Survey was assistant professor of chemistry in one of our leading universities.

Mr. BINGHAM. And never has received more than \$2,000?

Mr. STRATTON. I think not, in the Government employ.

Mr. LITTAUER. Did he go to you last year?

Mr. STRATTON. He was transferred July 1.

Mr. LITTAUER. Then he has been with you at least a year now?

Mr. STRATTON. He has not been with us a year, but his transfer from one bureau to another should not interfere with his promotion.

Mr. GILLET. What is the difference between an associate and an assistant chemist; an associate is a little more dignified, is that it?

Mr. STRATTON. Yes, sir. The associates are in charge of particular lines of work and are not assistants to anyone. I have regretted that we did not originally extend the term of associate farther down the line.

Mr. LITTAUER. We gave you last year two assistant physicists and you wish three now?

Mr. STRATTON. Yes, sir; but they are of minor salaries.

Mr. LITTAUER. What work have you in mind that will require the increased force?

Mr. STRATTON. I would like to make a general statement in regard to all the new places asked for. The first two years the principal places were created. These were filled by good men who could organize the principal lines of work. We have the work pretty well organized and the work is coming in very rapidly, and in each one of these lines we would like to add a few minor men who can carry on calibrations, do routine work, and assist the more highly paid men; these places are very essential to the Bureau. I think there are twelve additional places asked for, and they will average something less than \$1,000 each.

Mr. LITTAUER. How much has the income for this outside work increased during the past year?

Mr. STRATTON. There has been more work turned out during the first six months of this year than in the whole period of the existence of the Bureau.

Mr. GILLET. How much was it?

Mr. STRATTON. I should like to add that up.

Mr. GILLET. I mean in a general way?

Mr. STRATTON. I have here a statement of the work done since July 1, which I will leave with the committee. There is one thing that brings the total amount of fees down; our tests for the Government are free, and naturally the Government departments call upon us before the public. The amount of fees that would be received from tests made for the Government, were they charged for at the same rate, would be \$1,500 for the same period; six months, \$1,000. However, it should be kept in mind that the fee is only charged for the actual test or calibration. The getting ready for the work or the making of any researches or experiments necessary to put ourselves in possession of good standards, or in the condition for doing good work, we do not charge up to individuals.

Mr. LITTAUER. But that work is constantly going on?

Mr. STRATTON. Yes, sir; it must always constitute the greater part of the work of the Bureau and involve the best scientific talent to be procured.

Mr. LITTAUER. You ask an increase of force because of the extra work coming to you?

Mr. STRATTON. Yes; this increase of force will bring in more money to the bureau than our existing force.

Mr. LIVINGSTON. What is the amount of increased force asked for?

Mr. STRATTON. Fifteen places, amounting to \$14,480, an average of \$965 per place.

Mr. LIVINGSTON. Do you think that will pay for itself?

Mr. STRATTON. Hardly, this year.

Mr. GILLET. Do you have to turn away work because you have not got force enough to do it?

Mr. STRATTON. Yes, sir; we have turned away more work than we have done, but there is another side to that—we are in limited quarters. With this additional force in the new quarters we can handle it very well. However, it is increasing far more rapidly than expected.

Mr. LITTAUER. You say you ask an addition of 15; what is your total force now?

Mr. STRATTON. Fifty-eight.

Mr. LITTAUER. Then you ask for one additional assistant chemist. I suppose he is a genuine assistant to some one?

Mr. STRATTON. Yes, sir; to the chemist—that is to say, his work would be under the supervision of the chemist; he would be working under his direction.

Mr. LITTAUER. And two laboratory assistants come under the same category?

Mr. STRATTON. Yes, sir.

Mr. LITTAUER. But the same reasons you have given will apply to all increases of force?

Mr. STRATTON. Yes, sir.

Mr. LITTAUER. Now, you want to increase the storekeeper \$100, from \$900 to \$1,000. Why is that?

Mr. STRATTON. The storekeeper is the man who has charge of the receipt of all our purchases, the disbursing of supplies, and the receipt and shipment of all apparatus to be tested. The position is a very responsible one. The man occupying the position does it well. He is worth a good deal more than \$1,000.

Mr. LITTAUER. In what way are you going to change the work of the secretary when you designate him as chief clerk?

Mr. STRATTON. None whatever. I believe this was done in order to make it uniform with the other bureaus of the Department.

Mr. LITTAUER. Why do you increase the computer from \$1,000 to \$1,200?

Mr. STRATTON. He came to us from the Coast and Geodetic Survey, where he received the same salary. Previous to this he was employed at the Naval Observatory at a per diem salary which amounted to about \$1,200. He was recently offered \$1,800 per year by the University of California.

Mr. LITTAUER. What was he getting there?

Mr. STRATTON. He got a thousand dollars.

Mr. LITTAUER. Is that the general salary paid computers in the Coast Survey?

Mr. STRATTON. They vary; they range from \$1,000 to \$2,000—\$1,000 is the lowest.

Mr. BINGHAM. If you make your secretary chief clerk, will you have a secretary?

Mr. STRATTON. No, sir; he is secretary to the Bureau, not to the Director. His duties as chief clerk will be the same as at present.

Mr. BINGHAM. You will do without a secretary?

Mr. STRATTON. I will use one of the clerks for such stenographic and clerical work as I may need. The reason we called him secretary was that he relieves the technical force of a great deal of correspondence and detail. We get a large number of inquiries in regard to how to do things, where to find things, and routine questions; these the secretary can answer in many cases. He also edits our publications and attends to their distribution.

Mr. LITTAUER. The chief engineer you want to increase from \$1,500 to \$1,800 and give him an assistant as well?

Mr. STRATTON. Yes.

Mr. LITTAUER. Because of the new machinery?

Mr. STRATTON. Yes, sir. The engineer is in charge of two large steam boilers, all of our electric machinery and our refrigerating plant, our liquid-air plant, and the storage batteries; he will also serve as superintendent of buildings and grounds. He is a man who has developed very much with us; the position demands a man who can command this salary or more in the engineering world.

Mr. LITTAUER. Why do you want to change the designation of your laborers to laboratory assistants? They are doing laboratory assistants' work now, are they not?

Mr. STRATTON. We asked for three laborers last year, at \$480. We desired young men, graduates of manual training schools, who could be put in the shop and laboratories as apprentices, to be educated as instrument makers or mechanical helpers in the laboratory. We found the term "laborer" did not cover that and we secured permission of

the Civil Service Commission to fill the places by examination and designate them as laboratory apprentices.

Mr. LITTAUER. In this instance you do not increase the salary?

Mr. STRATTON. No, sir; they are graduates of technical schools appointed by civil-service examinations, and will develop into instrument makers and assistants in the laboratory. We need more of them.

Mr. LITTAUER. Now, we come to the matter of equipment, which is a serious item here. Last year, and the previous years you had only a small appropriation for your equipment.

Mr. STRATTON. Yes, sir.

Mr. LITTAUER. You only got your great detail last year, and we gave you the sum of \$110,000 to complete the equipment of the Bureau.

Mr. STRATTON. I do not see how that could be, last year was, of course, the large item, intended to cover such equipment as was necessary, and could be installed during the present year.

Mr. BINGHAM. The item passed last year without dispute on the floor. I am free to say had the question been as to whether this \$110,000 would equip the Bureau of Standards I think the answer would have been perhaps not an unqualified statement, but so expressed that the impression in the House would have been that that reached the amount your Bureau required.

Mr. LITTAUER. I would like to read Mr. Stratton's answer of last year:

A careful, conservative estimate of the sum needed for equipment was \$125,000 and this was reduced to \$110,000, the sum asked for.

Mr. STRATTON. Did I not in that same testimony point out the fact that the laboratories were divided into two buildings, one for the lighter and more delicate work and one intended for the machinery, dynamos, and heavy testing? I think you will find that there. The sum asked for last year was very largely for the equipment of the mechanical laboratory. We had to carry out of our equipment fund a great deal more of the equipment that usually goes into a building than we had planned to carry, on account of the rise in materials, and the greatly increased cost of building, and the technical nature of these buildings. We took \$25,000 out of the \$110,000 to cover items which might ordinarily have been included in a building fund. For example, the steam and electrical plants are several times as large as they would be if used for heating and lighting alone.

Mr. LITTAUER. I do not want to read over your own words, but I want to call attention to what you stated last year—that the original appropriations for buildings and equipments were \$250,000, that you hoped to ask us for \$50,000, and your last year's appropriation was \$30,000, and it will be absolutely necessary to relieve the building fund.

Mr. STRATTON. This is just the statement I referred to.

Mr. LITTAUER. I find in addition to that you stated, as I read a moment ago, that the \$125,000 that you had reduced to \$110,000 would complete the installation, as we understand it, the equipment, and consequently our surprise at your asking for \$90,000 now. How far have you gotten along with the \$110,000?

Mr. STRATTON. You mean——

Mr. LITTAUER. In the equipment of the Bureau for the work expected to be done?

Mr. STRATTON. In the mechanical laboratory nearly all of the large

pieces of machinery are accounted for; also some of the scientific apparatus for the work, as far as it has been developed in the expenditure of the \$110,000, has been a very difficult problem. You would be surprised at the amount of machinery necessary for the testing of electrical instruments alone. It involves several large storage batteries, generators, motors, switch boards, besides the usual laboratory apparatus, such as galvanometers, resistances, meters, and other apparatus. To test instruments for measuring temperatures, the Bureau must be in a position to produce the temperatures to be measured. This is true of each line of work taken up, to a greater or less extent.

Mr. BINGHAM. Is machinery especially of high price?

Mr. STRATTON. Yes, sir. There is the refrigerating plant. In order to make measurements, certain rooms in the building must be held at a constant temperature. The refrigerating plant costs \$10,000; boilers and engines as much more, etc.; \$100,000 does not go very far.

Mr. LITTAUER. Have you arranged to spend the entire \$110,000?

Mr. STRATTON. Yes; we have set aside a certain sum (about \$15,000) to cover general apparatus and unforeseen items during the remainder of the year. Nearly all of the large items in the equipment of the mechanical laboratory have been accounted for. I would be pleased to submit a statement of what each has cost.

Mr. BINGHAM. You will expend it all this year?

Mr. STRATTON. Yes, sir. We are economizing in every possible way in order that it may carry us through the year.

Mr. LITTAUER. Have you elaborated your plan of equipment?

Mr. STRATTON. Yes, sir; to some extent the appropriation asked for, apparatus and equipment, is based upon estimates of individual items.

Mr. LITTAUER. Is that the cause of this large increase?

Mr. STRATTON. I do not quite understand—

Mr. LITTAUER. I mean your elaboration.

Mr. STRATTON. In some cases we have. We have, for instance, an electrical plant. The ordinary plant is 75 kilowatts, which would be about 125 horsepower. We have found it necessary to double that on account of the large amount of electrical testing that comes in. The second building, the physical laboratory, will be finished in the spring; the equipment fund of \$90,000 is intended largely to cover the laboratory apparatus, scientific apparatus; about half will go for that purpose and the other half toward supplementing our machinery in the mechanical laboratory.

Mr. LITTAUER. Will the work of your department be crippled if you do not have this sum; could you not go on with it just as it has been made out?

Mr. STRATTON. Certainly it would be possible to go on with any sum, but the Bureau must have an annual appropriation for apparatus and equipment. This is necessarily larger during the first years. On account of the large items in the original installation, however, the sum needed for apparatus from year to year will increase as the work of the Bureau increases.

Mr. LITTAUER. You see, it is going to be very difficult for us to determine the necessity for this new \$90,000 appropriation for the balance of equipment.

Mr. STRATTON. I would like to give you the items. Every dollar of that is accounted for, both in the current appropriation and that

asked for. The estimates for the equipment needed next year were \$125,000; this was cut down to \$90,000.

Mr. LITTAUER. Will you give the items for which you intend to expend the \$110,000 for, as well as what they are designed for, and also what you want this \$90,000 for, in detail?

Mr. STRATTON. Yes, sir; I will have that prepared.

Mr. BINGHAM. Let me ask you this question: Assuming that the \$110,000 is expended in accordance with your plan, can your Bureau undertake or issue any completed work in your line?

Mr. STRATTON. Here is a list of the work which we have already issued since July 1 of this year. As stated before, it is very considerable. It is an excellent showing for the time the Bureau has been in existence.

Mr. BINGHAM. I think that is very important. I only want to know, with that \$110,000 expended, if you could give any completed work?

Mr. STRATTON. Yes, sir. As you know, we have rented a temporary building in which to organize the work. We have also done the testing shown in the list.

Mr. BINGHAM. Suppose you have that made a part of the record?

Mr. STRATTON. I shall be pleased to do so.

Summary of the tests received during the first six months of 1903-4.

	Government.	Public.	Total.
Length.....	17	49	66
Mass (weights).....	156	141	297
Capacity.....	632	14	646
Light (optical).....	9	.....	9
Heat (thermometers and pyrometers).....	62	2,228	2,290
Electricity.....	9	53	62
Photometry (standards of light).....	208	88	246
Miscellaneous.....	93	3	96
Total.....	1,186	2,526	3,712

Total number of tests for entire year 1902-3.....	1,666
Total number of tests for six months 1903-4.....	3,712
Estimated increase during the entire year.....	per cent.. 245

Mr. LITTAUER. Are your buildings in such a completed state that you can begin to grade the grounds for the permanent completion?

Mr. STRATTON. Yes, sir.

Standard weights, measures, and measuring instruments submitted to the Bureau of Standards for verification July 1 to December 16, 1903.

SUMMARY.

Length—Standards and measuring instruments:		
Engineers and surveyors' steel tapes.....	43	
Standard measuring bars.....	2	
Geodetic level rods.....	4	
Standard plug gages.....	8	
Graduated scales.....	1	
Magnetometer inertia masses.....	2	
Polariscopic tubes.....	6	
		66
Mass—Standards of mass (weight) and measuring instruments:		
Balances.....	8	
Standard weights.....	289	
		297

Capacity—Standards of volume and measuring apparatus:	
Capacity standard measures.....	646
Heat—Thermometers and pyrometers:	
Maximum and minimum thermometers.....	11
Standard thermometers.....	351
Clinical thermometers.....	1, 926
Pyrometers.....	2
	2, 290
Light—Optical instruments:	
Quartz polariscopic test plates.....	9
Light—Electricity:	
Standard cells.....	5
Standard resistances, bridges, and potentiometers.....	25
Standard electric meters—	
Voltmeters.....	4
Ammeters.....	3
Wattmeters.....	22
Curve tracer.....	1
Determination, insulating properties of mica.....	1
Condenser.....	1
	62
Photometry—Incandescent-lamp standards:	
Standard incandescent electric lamps.....	246
Miscellaneous:	
Barometers.....	92
Hygrometers.....	1
Determination, temperature constants of oils.....	1
Determination, temperature constants "hydrolene".....	1
Determination, coefficient of expansion.....	1
	96
Total.....	3, 712

CONTINGENT EXPENSES.

DEPARTMENT OF COMMERCE AND LABOR,
OFFICE OF THE SECRETARY,
Washington, December 30, 1903.

HON. HENRY H. BINGHAM,
*Chairman of Subcommittee, Committee on Appropriations,
House of Representatives, Washington, D. C.*

DEAR SIR: At the suggestion of your committee I beg to submit herewith a classification of the contingent fund of the Department of Commerce and Labor showing approximately the amounts that will be required under each subdivision, the aggregate of these subdivisions being the same as that estimated for in the original estimates submitted through the Secretary of the Treasury.

In submitting these amended estimates I take the opportunity to invite the attention of your committee to certain extracts from my annual report, which are inclosed herewith, relative to appropriations needed by the Department.

Very truly, yours,

GEO. B. CORTELYOU,
Secretary.

CONTINGENT EXPENSES, DEPARTMENT OF COMMERCE AND LABOR.

Books, newspapers, etc.:

For the purchase of professional and scientific books, law books, books of reference, blank books, pamphlets, periodicals, newspapers (subscriptions to periodicals and newspapers to be paid in advance), newspaper clippings, maps, charts, diagrams, etc..... \$15, 000

Carpets and repairs:

For the purchase of carpets, matting, linoleum, oilcloth, and other floor coverings, and repair and renovation thereof \$5,000

Freight, postage, telegrams, etc.:

For freight, express, and drayage charges, postage, and telegraph and telephone service 8,000

Fuel, ice, etc.:

For the purchase of fuel, gas, electric current for lighting and power, ice, etc 15,000

Furniture:

For the purchase of furniture, including office furnishings of all kinds, and repairs thereof 30,000

Horses, vehicles, etc.:

For the purchase and exchange of horses and vehicles, and for equipment and maintenance thereof 9,000

Typewriting and other machines:

For the purchase and exchange of typewriting, adding, numbering, and other machines, and for equipment and repairs thereof 15,000

Traveling expenses:

For actual traveling expenses while on official business, including traveling expenses of the Visiting Committee of the Bureau of Standards, not to exceed \$400; attendance of an American member at the meeting of the International Committee of Weights and Measures, not to exceed \$550; and attendance of an American delegate at the meetings of the International Geodetic Association, not to exceed \$550 30,000

Stationery:

For the purchase of stationery (including supplies thereof for officials and employees of the Department stationed outside of Washington) . 60,000

Miscellaneous items:

For advertising, awnings, shades, dry goods, flags, rubber and metal stamps, brooms, soap, sponges, lumber, painters' materials, oil, hardware, electric fixtures and supplies, duplicating apparatus and supplies therefor, removal of rubbish, washing of towels, storage of documents, care of and necessary repair and improvement of buildings and grounds, ventilating, plumbing and steam fitting, and supplies therefor; machinery, and repairs thereof; electrotypes, line and half-tone cuts, and photolithographs other than those provided by the Public Printer; compensation of temporary employees not to exceed \$20,000; and such miscellaneous supplies, services, and expenses not otherwise provided for as are necessary for the practical and efficient work of the Department 68,000

Total 255,000

ESTIMATES.

The estimates for the Department represent actual needs. They were submitted after the fullest consideration and as a result of repeated conferences with those qualified to furnish information regarding the various matters to which reference is made.

It is fair to assume that Congress, in establishing the Department, contemplated not only the grouping together of certain bureaus then existing and the organization of the new bureaus and offices provided for, but also their proper consolidation and readjustment, to the end that the entire Department, when fully organized, should, by expansion into the new field it was created to occupy, accomplish all the purposes named in the organic act.

Merely to appropriate a sufficient sum for the administration of the several bureaus transferred on July 1, and for a skeleton organization of the new bureaus, would fall far short of meeting those purposes. If the Department is to realize in any considerable degree the expectations of the framers of the legislation creating it and of the great interests it is expected to cooperate with and advance, it must have

adequate appropriations. The act establishing the Department was passed late in the last regular session of Congress, and it was impossible to give full consideration to its needs. I most earnestly recommend that the Department be now equipped to do properly and effectively its important work.

LEGAL ASSISTANCE.

The estimates provide for a solicitor and several assistants. Many contracts, some of them involving large sums of money, are entered into by the Department in the daily course of business. That the interests of the Government may be carefully guarded, these contracts should be scrutinized in every instance by competent law officials. Aside from the matter of contracts, legal ability of the highest order is constantly needed in the interpretation and execution of the numerous laws that affect the operations of the Department. As a measure of economy, and frequently also as a matter of justice, it is important that these laws and the various regulations pursuant thereto should be construed in such manner as to leave no doubt of their proper execution.

To meet the present requirements of the Department in the way of legal assistance an officer of the Department of Justice has been detailed to act as solicitor, but this arrangement is merely temporary. A definite appropriation is strongly recommended in order that the Department may be able to employ its own solicitor and provide the needed assistants. Cases frequently arise involving questions of law that require immediate decision, and it is desirable in such instances to have efficient legal assistance within easy reach. The delay that necessarily accompanies the reference of legal questions to law officers outside of the Department and not subject to its authority often impedes the transaction of public business. The advantages that would accrue to the Department from the creation of a solicitor's office under its immediate control are manifest, and it is hoped that the necessary appropriation will be granted.

TELEGRAPH AND TELEPHONE SERVICE.

The Department has been equipped with an efficient telegraph and telephone service. As this service is in operation by night as well as by day, time and expense are saved in dispatching the business that has to be conducted by wire. The existence of a night service distributes work in such manner that it can be conducted with greater accuracy and with the least possible delay. The telephone equipment is also fully justified, for at the average department rates the pay of one messenger is about equal to the rental of 28 telephones.

There will be increasing demands upon this service. Agents in the field, whether engaged in investigations at home or abroad, will have frequent occasion to use these facilities, and it would hardly seem necessary to urge the importance of a thoroughly trained and efficient force of this kind for duty both day and night in a branch of the Government devoted to commerce and industry.

LIBRARY.

There are about 90,000 volumes in the various bureau libraries. The collections are devoted wholly to the special needs of the bureaus,

and are, for the most part, technical or scientific. The Light-House Establishment has, in addition to its office library, a circulating library of about 50,000 volumes, composed of standard and current literature. This collection is kept in circulation among the light-houses, thus affording to the light-house keepers opportunities for study and recreation they could not otherwise have, owing to their isolation.

It is intended to coordinate all library work and centralize it under a departmental librarian, as far as may be consistent with the special needs of the different bureaus. Each bureau will have a thoroughly equipped working library, systematically classified. From the central departmental library full information can be obtained about all bureau collections and in regard to special subjects relating to the work of the Department.

The Department is cooperating with the Library of Congress, and will use, as far as possible, its resources.

This method of organization will promote economy, reduce to a minimum duplication of material, and make immediately available to every branch of the Department the material at its command.

DIVISION OF FOREIGN TARIFFS.

In addition to the measures that have been taken for the reorganization and improvement of existing branches of the statistical service, it is proposed to establish an office for the collection and distribution of foreign tariff information, this being one of the directions in which the Department's work can apparently be extended with great advantage. The estimates propose an appropriation of \$9,220 for a division of foreign tariffs.

Nations are inclined to regulate their commercial intercourse by means of a double system of tariffs, permitting preferences through commercial treaties. The current agitation in Great Britain for a departure from traditional policy in order to increase commerce between the members of the British Empire may have marked effects upon American trade and incidentally upon American labor.

The industrial and economic facts which accompany such movements must be closely, intelligently, and unremittingly watched. A few competent employees, acting directly under the head of the Department, will suffice for this purpose. From the small expenditure proposed excellent results may be obtained. There is at present no Government office in the United States engaged systematically in the work of collecting information regarding foreign tariffs and making that information available to our exporters. The Department has received frequent inquiries for such information, and has been impressed with the importance of providing an agency to supply it.

SPECIAL INVESTIGATIONS.

Provision is made in the estimates for an appropriation to be expended under the immediate direction of the Secretary for the investigation of trade conditions at home and abroad, with the object of promoting the domestic and foreign commerce of the United States, and for other purposes. Important instruments in the promotion of trade are the agents dispatched from time to time by foreign governments to study commercial opportunities in other countries. Military and naval experts are sent abroad by our Government to report on conditions

that are of interest to their respective departments. In the daily competition of international trade there is even greater need of intelligent outposts abroad. Special agents are also required in the Department itself to inspect the branches of its services in different localities and to secure uniform, businesslike, and economical methods. The need of such agents in other departments has been met by appropriations, and there is of course a similar need in this Department.

BUREAU OF MANUFACTURES.

The organization of the Bureau of Manufactures has been necessarily postponed in the absence of adequate appropriations. No time has been lost, however, as the work of this Bureau in some respects will resemble certain phases of the present duties of the Bureau of the Census and the Bureau of Statistics. Some readjustment of work will be required to secure the best results from these branches of the service, and the plans for redistribution of duties have not yet been fully formulated. These plans, however, will be ready as soon as Congress shall have provided the funds with which to organize a new bureau. Under present conditions any work assigned to it could be carried on only by the detail of clerks from other branches of the Department, and no clerks are available for that purpose.

AUTHORITY TO CHANGE TITLES OF OFFICES.

DEPARTMENT OF COMMERCE AND LABOR,
OFFICE OF THE SECRETARY,
Washington, December 31, 1903.

Hon. HENRY H. BINGHAM,
*Chairman Subcommittee Committee on Appropriations,
House of Representatives, Washington, D. C.*

DEAR SIR: In compliance with the request of your committee I inclose herewith a copy of the opinion of the Attorney-General in regard to the power and authority of the Secretary of Commerce and Labor as to the changing of names of bureaus and offices in the Department.

Very truly, yours,

GEO. B. CORTELYOU,
Secretary.

DEPARTMENT OF JUSTICE,
Washington, D. C., June 22, 1903.

The SECRETARY OF COMMERCE AND LABOR,
Washington, D. C.

SIR: You desire to know whether or not you are authorized, under the act creating the Department of Commerce and Labor, to change the names of the offices of your Department; whether you have authority, for example, to designate the Fish Commission as "The Bureau of Fisheries," and the Department of Labor as "The Bureau of Labor."

I assume that the object of your question is to learn whether, for your own purposes, as the head of the Department of Commerce and Labor, you have authority to designate the offices in question, and cause your subordinates to designate them in official communications, by names other than those hitherto borne by such offices.

Congress has transferred to and made part of your Department a number of branches of the public service, some of which have been parts of other Departments and others independent. They will acquire new relations to each other and with regard to you and the Department as a whole. They are placed under your control, and section 161 of the Revised Statutes provides:

The head of each Department is authorized to prescribe regulations not inconsistent with law for the government of his Department, the conduct of its officers and clerks, the distribution and performance of its business, and the custody, use, and preservation of the records, papers, and property appertaining to it.

If the new relations acquired by these branches of business and the good government of the executive department you are expected to organize for the efficient execution of the laws require, in your opinion, the employment of certain names, I know of no statute or rule of law which forbids. Congress has not seen fit to so hamper a coordinate branch of the Government. Its own use of names is not such a prohibition. There is no legal objection to the employment of two names or many names for the same object, nor will it be "inconsistent with law" for you to make use of other names than those used by Congress. Names are ordinarily free for the person speaking or writing to choose, and I do not think that Congress, in intrusting you with certain machinery to be employed in executing the laws, desired to restrict your freedom in designating the divisions of what was, of course, intended to be an organized executive department and not a mere gathering together of distinct institutions.

The Department of Labor which you mention was originally a bureau. Congress raised it to the position of an independent department and gave it a name appropriate to such a position. Congress has now given it a different position and one which makes its name, in the sense in which Congress used it, a clear misnomer. It is now no longer a department in that sense, and it can hardly be supposed that Congress intended it to be designated and designated only as the Department of Labor of the Department of Commerce and Labor, the words "department of labor" acquiring the new meaning of a division or bureau of the new department.

The "Fish Commission," also specially mentioned by you, as such was never established by law. A commissioner's office and certain subordinate offices were created, and these are referred to by Congress as the "Fish Commission." Congress has now incorporated them in your department, and their position in it was neither forbidden to be appropriately designated nor can it be supposed that Congress had any other expectation than that you would so designate it.

I therefore answer your question in the affirmative.

Respectfully,

P. C. KNOX,
Attorney-General.

RENT OF BUILDINGS.

DEPARTMENT OF COMMERCE AND LABOR,
OFFICE OF THE SECRETARY,
Washington, December 31, 1903.

Hon. HENRY H. BINGHAM,
*Chairman Subcommittee on Appropriations,
House of Representatives, Washington, D. C.*

DEAR SIR: I have to request that the wording of the estimate that was submitted under the title "Rent of buildings, Department of Commerce and Labor," be amended by adding the words "including rent of stables," so that the wording of the estimate as amended will read: "Rent of buildings for the Department of Commerce and Labor, its various bureaus, offices, and services, including rent of stables, \$75,000."

The paragraph regarding rent appears on page 120 of the "Estimates of appropriations" as published in House Document No. 12, Fifty-eighth Congress, second session.

Very truly, yours,

GEO. B. CORTELYOU,
Secretary.

NAVY DEPARTMENT—REVISED ESTIMATES.

[Memorandum.]

: NAVY DEPARTMENT, December 31, 1903.

The following provision for clerks, copyists, messenger boys, etc., in the various offices and bureaus of the Navy Department, is submitted to cover certain per diem employees now being paid from the appropriations "Increase of the Navy" and "Public works."

An employee receiving—	Estimated for at, per annum.	Increase.	Decrease.
\$5.20 per diem, a total of \$1,627.60 per annum	\$1,600.00	.....	\$27.60
\$4.48 per diem, a total of \$1,402.24 per annum	1,400.00	.....	2.24
\$4 per diem, a total of \$1,252 per annum	1,300.00	\$48.00	.....
\$3.76 per diem, a total of \$1,176.88 per annum	1,200.00	23.12	.....
\$3.52 per diem, a total of \$1,101.76 per annum	1,100.00	.....	1.76
\$3.28 per diem, a total of \$1,026.64 per annum	1,000.00	.....	26.64
\$3.04 per diem, a total of \$951.52 per annum	1,000.00	48.48	.....
\$2.80 per diem, a total of \$876.40 per annum	900.00	23.60	.....
\$2.48 per diem, a total of \$776.24 per annum	840.00	63.76	.....
\$2 per diem, a total of \$626 per annum	600.00	.....	26.00
\$1.52 per diem, a total of \$475.76 per annum	600.00	124.24	.....
\$1.04 per diem, a total of \$325.52 per annum	400.00	74.48	.....

Secretary's office:

Present aggregate pay of per diem employees..... \$9,314.88
Aggregate pay of said employees as herein provided..... 9,500.00
Increase, \$185.12. Number of per diem employees, 11.

Office of Judge-Advocate-General:

Present aggregate pay of per diem employees..... 4,557.28
Aggregate pay of said employees as herein provided..... 4,740.00
Increase, \$182.72. Number of per diem employees, 5.

Bureau of Navigation:

Present aggregate pay of per diem employees..... 11,268.00
Aggregate pay of said employees as herein provided..... 11,580.00
Increase, \$312. Number of per diem employees, 12.

Office of Naval Intelligence:

Present aggregate pay of per diem employees	\$1,727. 76
Aggregate pay of said employees as herein provided	1,900. 00
Increase, \$172.24. Number of per diem employees, 2.	

Bureau of Equipment:

Present aggregate pay of per diem employees	11,643. 60
Aggregate pay of said employees as herein provided	12,200. 00
Increase, \$556.40. Number of per diem employees, 12.	

Bureau of Steam Engineering:

Present aggregate pay of per diem employees	7,862. 56
Aggregate pay of said employees as herein provided	8,040. 00
Increase, \$177.44. Number of per diem employees, 9.	

Bureau of Construction and Repair:

Present aggregate pay of per diem employees	38,060. 80
Aggregate pay of said employees as herein provided	39,100. 00
Increase, \$1,039.20. Number of per diem employees, 42.	

Bureau of Ordnance:

Present aggregate pay of per diem employees	12,545. 04
Aggregate pay of said employees as herein provided	12,980. 00
Increase, \$434.96. Number of per diem employees, 14.	

Bureau of Supplies and Accounts:

Present aggregate pay of per diem employees	44,270. 88
Aggregate pay of said employees as herein provided	45,280. 00
Increase, \$909.12. Number of per diem employees, 47.	

Bureau of Medicine and Surgery:

Present aggregate pay of per diem employees	2,203. 52
Aggregate pay of said employees as herein provided	2,200. 00
Decrease, \$3.52. Number of per diem employees, 2.	

Bureau of Yards and Docks:

Present aggregate pay of per diem employees	7,436. 88
Aggregate pay of said employees as herein provided	7,900. 00
Increase, \$463.12. Number of per diem employees, 9.	

	Number of employees.	Total of present pay.	Total pay as recommended.	Increase.	Decrease.
Secretary's office	11	\$9,314. 88	\$9,500. 00	\$185. 12	.....
Judge-Advocate-General	5	4,557. 28	4,740. 00	182. 72	.....
Navigation	12	11,268. 00	11,580. 00	312. 00	.....
Naval Intelligence	2	1,727. 76	1,900. 00	172. 24	.....
Equipment	12	11,643. 60	12,200. 00	556. 40	.....
Steam Engineering	9	7,862. 56	8,040. 00	177. 44	.....
Construction and Repair	42	38,060. 80	39,100. 00	1,039. 20	.....
Ordnance	14	12,545. 04	12,980. 00	434. 96	.....
Supplies and Accounts	47	44,370. 88	45,280. 00	909. 12	.....
Medicine and Surgery	2	2,203. 52	2,200. 00		\$3. 52
Yards and Docks	9	7,436. 88	7,900. 00	463. 12	.....
	165	150,991. 20	155,420. 00	4,428. 80	3. 52
			150,991. 20	3. 52	.....
Total			4,428. 80	4,428. 80	.....

Aggregate amount paid from the appropriation "Increase of the Navy" for draftsmen and other technical employees in the Bureau of Equipment, Ordnance, Steam Engineering, and Construction and Repair:

Equipment	\$2,353. 76
Ordnance	2,829. 52
Steam Engineering	24,664. 40
Construction and Repair	75,808. 60

105,656. 28

Aggregate amount paid from the appropriation "Public Works" for draftsmen and other technical employees in the Bureau of Yards and Docks:

Yards and Docks	\$27,043. 20
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The amount to be expended for per diem draftsmen and other technical employees in the Navy Department at Washington, shall not exceed during the fiscal year 1905, the sum of \$120,000 from the appropriations "Increase of the Navy," and not to exceed the sum of \$30,000 from the appropriations "Public Works."

NAVY DEPARTMENT.

Office of the Secretary: For one clerk of class two; one clerk at one thousand one hundred dollars; three clerks at one thousand dollars each; two copyists; three messenger boys at six hundred dollars each; one messenger boy at four hundred dollars; in all, nine thousand five hundred dollars.

Judge-Advocate-General, United States Navy: For one clerk at one thousand three hundred dollars; two clerks at one thousand dollars each; one copyist at eight hundred and forty dollars; one messenger boy at six hundred dollars; in all, four thousand seven hundred and forty dollars.

Bureau of Navigation: For three clerks at one thousand one hundred dollars each; six clerks at one thousand dollars each; two copyists at eight hundred and forty dollars each; one messenger boy at six hundred dollars; in all, eleven thousand five hundred and eighty dollars.

Office of Naval Intelligence: For one clerk at one thousand three hundred dollars; one messenger boy at six hundred dollars; in all, one thousand nine hundred dollars.

Bureau of Equipment: For one clerk of class three; one clerk at one thousand three hundred dollars; one clerk of class one; six clerks at one thousand dollars each; one copyist; one messenger boy at six hundred dollars; one blue printer at six hundred dollars; in all, twelve thousand two hundred dollars.

Bureau of Steam Engineering: For one clerk at one thousand three hundred dollars; one clerk at one thousand one hundred dollars; three clerks at one thousand dollars each; one copyist at eight hundred and forty dollars; two laborers at six hundred dollars each; one messenger boy at six hundred dollars; in all, eight thousand and forty dollars.

Bureau of Construction and Repair: For three clerks at one thousand three hundred dollars each; nine clerks at one thousand one hundred dollars each; fifteen clerks at one thousand dollars each; five copyists; nine messenger boys at six hundred dollars each; one messenger boy at four hundred dollars; in all, thirty-nine thousand one hundred dollars.

Bureau of Ordnance: For one clerk at one thousand three hundred dollars; one clerk at one thousand one hundred dollars; five clerks at one thousand dollars each; three copyists; two copyists at eight hundred and forty dollars each; two messenger boys at six hundred dollars each; in all, twelve thousand nine hundred and eighty dollars.

Bureau of Supplies and Accounts: For one clerk of class two; one clerk, at one thousand three hundred dollars; five clerks of class one; seven clerks, at one thousand one hundred dollars each; seventeen clerks, at one thousand dollars each; eight copyists; two copyists, at eight hundred and forty dollars each; two laborers, at six hundred dollars each; one messenger boy, at six hundred dollars; three messenger boys, at four hundred dollars each; in all, forty-five thousand two hundred and eighty dollars.

Bureau of Medicine and Surgery: For two clerks, at one thousand one hundred dollars each; in all, two thousand two hundred dollars.

Bureau of Yards and Docks: For one clerk, at one thousand one hundred dollars; five clerks, at one thousand dollars each; three messenger boys, at six hundred dollars each; in all, seven thousand nine hundred dollars.

LIBRARY NAVY DEPARTMENT.

NAVY DEPARTMENT,
Washington, December 31, 1903.

SIR: Referring to the recent hearing before the subcommittee on the legislative bill of the Committee on Appropriations, House of Representatives, and to your request for information concerning the item of \$2,000 for the library of the Navy Department, I have the honor to inform you that for several years prior to the fiscal year 1903 the regular appropriation of \$750 was considered insufficient by the Secretary of the Navy, and \$1,500 was allotted from "Pay miscellaneous" for the purchase of "manuscripts, books, etc.," for the library. In the summer of 1902 the question was raised if the Secretary of the Navy could legally allot money from "Pay miscellaneous" to purchase

"professional books and periodicals," a specific appropriation already existing for the purpose. The Comptroller of the Treasury decided that the Secretary could not allot from "Pay miscellaneous" to purchase professional books and periodicals, but could allot for the purchase of books, manuscripts, prints, etc., and \$1,250 was allotted from "Pay miscellaneous."

For the year 1904 \$2,000 was asked for, to be expended for professional and technical books and periodicals, and no allotment was made from "Pay, miscellaneous."

This library contains no fiction. Its books are almost entirely of a professional and technical character and of practical use to the service.

In 1903 the foreign annuals and periodicals cost about \$600, and foreign books about \$600. In 1904 about the same rate of expenditure has proceeded, that is to say, \$1,200 for foreign and \$800 for American publications.

The foreign publications include gazettes and professional papers, army and navy books and periodicals, and occasional explorations and journeys that are technically valuable on account of their military information. The American publications include the same class of professional and technical papers as are mentioned above. There have been purchased the new American Encyclopedia, as there was no American Encyclopedia at hand, and it is in constant use. The subscription to the "Federal Reporter" has been continued. This library has a complete file, and the Reporter is constantly consulted by the Department. The biographies of men connected with the Navy have been purchased.

The library purchased certain books needed for the administration of the Department; an atlas for the Secretary; tariff book for the Bureau of Navigation, necessary to establish the "published schedule" required by law; law books for the Judge-Advocate-General to the extent of \$100 per annum.

Very respectfully,

CHAS. H. DARLING,
Assistant Secretary.

Hon. H. H. BINGHAM,
*Chairman Subcommittee on Legislative Bill,
Committee on Appropriations, House of Representatives.*

PILOT CHARTS.

NAVY DEPARTMENT,
Washington, December 30, 1903.

SIR: Referring to the recent hearing before the subcommittee on the legislative bill of the Committee on Appropriations, House of Representatives, and to your request for information regarding the estimate of the Hydrographic Office for pilot charts of the South Atlantic and South Pacific oceans, I inclose herewith for your information a memorandum concerning the desirability of publishing these charts.

A sample chart of the North Pacific Ocean, latest edition, is forwarded herewith.

Very respectfully,

CHAS. H. DARLING,
Assistant Secretary.

Hon. H. H. BINGHAM,
*Chairman, Subcommittee on Legislative Bill,
Committee on Appropriations, House of Representatives.*

WASHINGTON, D. C., *December 15, 1903.**Memorandum: Bureau of Equipment, estimates fiscal year 1905.*

PILOT CHARTS.

When the publication of the Pilot Chart of the North Atlantic Ocean was inaugurated, in 1883, it was the intention of the Office to follow it, as soon as the necessary information could be obtained and properly digested, with similar charts to cover the remaining great oceans. In due course of time the data for a pilot chart of the North Pacific Ocean was ready, and Congress made an appropriation for its publication. The Office is now ready to publish pilot charts of the South Atlantic and South Pacific oceans. It was believed that an appropriation of \$3,000 would suffice for these two publications, and an estimate for this amount was submitted. The charts referred to will be of the greatest possible benefit to the Navy and merchant marine.

These charts are not navigational charts, strictly speaking, but are simply graphic illustrations of the conditions of winds, currents, wrecks, derelicts, icebergs, fogs, etc., which may reasonably be expected during the month for which the chart is issued. The primary credit for this practical aid to navigation is due to Lieutenant Maury, who, in the early forties, started his system of collecting information in regard to winds, currents, and other matters pertaining to the ocean, with a view of eventually being able to predict to the mariner with a reasonable degree of probability all necessary data in the way of aids to navigation for any period of the year. In other words, this chart is to the mariner what the Weather Bureau map is to the farmer.

It goes without saying that the information contained on these charts in regard to winds, gales, and fog is not absolute. They can be termed possibilities rather than predictions. The methods of obtaining this data have improved materially during the last fifteen years, during which time the voluntary seagoing observers of the Hydrographic Office (now numbering about 2,000) have been furnished with blank observation books, in which the data required were to be taken by all observers only once a day and at the same instant of time—Greenwich mean noon. The observations thus recorded give the direction and force of the winds, the reading of the barometer and thermometer, the temperature of the water, the character and percentage of cloud visible, and the character of the sea.

Immediately upon the arrival in port of a vessel taking such observations, these weather reports are sent either by mail or through the United States consul to the Hydrographic Office, where the information mentioned above is plotted on a synoptic chart. This chart is divided into squares of 5 degrees of latitude and 5 degrees of longitude, and each element of information previously mentioned, except clouds and the state of the sea, is indicated in its respective square by a particular symbol. Through inability to get the information quickly (as very frequently the record of a sailing vessel does not get to the Hydrographic Office until a long time after the observations were taken) it requires many months before all the records for any one year for each individual square can be collected and plotted. A separate synoptic chart is used for each day in the year. Eventually

each element is averaged for each month of each year during which the observations have been taken, and a mean of each month of all the years is transferred to the pilot charts proper.

The data for some of these 5-degree squares are now quite complete, but for many others much more information is required before the possibilities of wind, weather, and currents within their limits can be quoted with any degree of accuracy.

Fortunately, however, the constantly growing increase in ocean traffic will augment our information in regard to these localities, but it will be many years before it is sufficiently complete to enable us to produce a pilot chart which will be the nearest approach to accuracy in its predictions of possibilities.

Weather reports containing the observations herein referred to are now reaching the Hydrographic Office from all the known seas and oceans at the rate of nearly 1,000 per month.

The proposed Pilot Charts for the South Atlantic and the South Pacific will be the first of their kind ever issued. The data for these publications have been collected by the Hydrographic Office for many years, and are now sufficient in amount and accurate in character to warrant publication.

These charts have become a continuous warning for seamen for the month on the first day of which they are issued, and they are of practical economic benefit in that the information contained upon them operates to shorten ocean travel and to lessen the dangers to life and property. There is no Government publication of more practical benefit to those who go to sea issued by this or any other Government.

An evidence of its usefulness is found in the fact that none of the great Atlantic and Pacific steamers go to sea without having the latest edition of the Pilot Chart on board.

Until within the past year the American Pilot Charts were unique in being the only things of the kind published in the world, but their importance to maritime interests had been so thoroughly proved and the necessity for immediate notice of all dangers, particularly on frequently traveled routes, had become so evident that two other nations—England, the oldest sea power, and Germany, the youngest—took up the matter, and are now issuing similar publications of the North Atlantic.

LLOYD'S, *July 18, 1902.*

SIR: I am instructed to express to you the best thanks of the committee of Lloyd's for the Pilot Chart of the North Pacific, which is forwarded to this office periodically by your instructions. This chart is believed to be of great value to mariners navigating the waters of the North Pacific, and I am directed to inquire whether there is any intention on the part of the Hydrographic Bureau to have a similar chart constructed for the South Pacific.

I am, sir, your obedient servant,

JAS. M. HOZIER,
Secretary.

WEDNESDAY, *January 6, 1904.*

COLLECTING INTERNAL REVENUE.

ADDITIONAL STATEMENT OF HON. JOHN W. YERKES, COMMISSIONER OF INTERNAL REVENUE.

Mr. BINGHAM. The first item is on page 92, "Collecting internal revenue." You will have no deficiency this year?

Mr. YERKES. I think not.

Mr. BINGHAM. You asked for this year \$1,950,000 and you have been able to get along with \$1,900,000 without any deficiency?

Mr. YERKES. Yes, sir. You understand that that is a fixed sum and under it I employ a certain number of deputy collectors and clerks.

Mr. BINGHAM. Fixed by statute?

Mr. YERKES. Yes, sir.

Mr. BINGHAM. Are the salaries fixed by statute?

Mr. YERKES. Not necessarily, except the salaries of the collectors.

Mr. BINGHAM. Then it is discretionary with you to indicate the salaries?

Mr. YERKES. Yes, sir.

Mr. BINGHAM. Is that a better system than the detail system?

Mr. YERKES. Unquestionably; but I can not always keep that within the amount allowed me.

Mr. BINGHAM. Could you not reduce the amount?

Mr. YERKES. I can not. You see, the estimate for 1904 was \$1,950,000.

Mr. BINGHAM. You are getting along under the \$1,900,000 appropriation now?

Mr. YERKES. Yes, sir; but I do not think it can be reduced without very seriously crippling the work.

Mr. BINGHAM. Will you kindly give us a statement of the returns in revenues collected in the years prior to the war with Spain, during that war, and up to the present time.

Mr. YERKES. Commencing with 1894 the revenues amounted to \$147,000,000; 1895, \$143,000,000; 1896, \$146,000,000; 1897, \$146,000,000; 1898, \$170,000,000. That is the commencement of the war tax. In 1899 they amounted to \$273,000,000; 1900, \$295,000,000; 1901, \$306,000,000. That is the banner year. Now, you will remember that you passed a law, which became effective July 1, 1901, supposed to reduce the collections \$40,000,000. So in 1902 they were \$271,000,000 and in 1903, \$231,000,000.

Mr. BINGHAM. What is your estimate for this year?

Mr. YERKES. Two hundred and thirty million dollars. The Secretary thinks they will come up to \$235,000,000.

Mr. BINGHAM. Those are the highest collections?

Mr. YERKES. Yes, sir.

Mr. BINGHAM. Then this force which you pay out of the \$1,900,000 appropriation does the same work that they all did during the war?

Mr. YERKES. We do more work than was done during the war, because you will recollect that you gave to the Commissioner \$650,000,

an additional sum, and with that he employed his office force and additional deputy collectors throughout the districts.

Mr. BINGHAM. I am discussing the item of \$1,900,000.

Mr. YERKES. No; I beg pardon. You have the item of \$1,900,000 for the payment of the deputy collectors and clerks out in the districts. In addition to that, I do not know what it was in 1897 or 1898, because I was not there, but on June 13, 1898, the law was passed in which you gave to the Commissioner \$650,000 to be expended in the collection of the war-revenue tax. With that \$650,000 the Commissioner not only increased his own office force and increased the revenue agents by 20, but increased the deputies and the office deputies out in the collection districts, and he paid for that increase of force out of the special appropriation of \$650,000.

Mr. BINGHAM. That was the temporary force?

Mr. YERKES. Yes, sir. The \$650,000 appropriation was made for 1898, 1899, 1900, and 1901 and then reduced to \$550,000 at my suggestion. In April, 1901, I having come in in December, 1900, I found that we were, perhaps, going to face a deficit, and I then required the collectors to reduce the force, and have continued to try to reduce that force so as to be able to reduce this allowance of \$650,000, but the natural increase of the business has forced me to make these estimates.

Mr. BINGHAM. And the proof you have exhibited?

Mr. YERKES. Yes, sir. The natural increase has forced me to keep that force in excess of what it was in 1896 and 1897.

Mr. BINGHAM. And that growth is probably permanent?

Mr. YERKES. We think so. If you will notice the collections for 1895, 1896, and 1897, and take into consideration the collections for the past fiscal year and the collections for the six months of the present year, I see no reason why I can not assume that the collections will run up to about \$230,000,000 or \$235,000,000, certainly for two or three years.

Mr. BINGHAM. Then you can not make any reduction?

Mr. YERKES. No, sir.

Mr. BINGHAM. The next item is for "Continuing the additional clerks and other employees in the office of the Commissioner of Internal Revenue," etc., and you ask that the word "continuing" be stricken out. You put that item under the act of June, 1898, which act has in effect been repealed?

Mr. YERKES. You will understand that that is not my language.

Mr. BINGHAM. What have you suggested for this paragraph?

Mr. YERKES. I have not my letter with me, but my recollection is that I simply asked for an appropriation of \$250,000 to meet the expenses of clerks in the office of the Commissioner of Internal Revenue; to pay the salaries and expenses of 20 additional revenue agents.

Mr. BINGHAM. Just what you have now?

Mr. YERKES. Yes, sir. And also to pay the expenses of the additional deputy collectors and clerks made necessary by the increased collections of the Bureau.

Mr. GILLET. Instead of there being two items, one for \$1,900,000 and the other for \$250,000, why should it not be one item of \$2,150,000?

Mr. YERKES. I think I can explain that. The only reason is that I want to continue it another year under that head. It ought to be a

permanent force. It will be necessary, but it is impossible for me to state the exact number of clerks necessary in my own office.

At the close of the fiscal year, June 30, 1902, there were in my own office here in Washington 165 additional persons—clerks, laborers, and assistant messengers—who were there from the 1st of July, 1898, up to the time I came into office, the services made necessary by the increased work of the Spanish-war legislation, outside of the civil service, but now under the civil service under the act of April, 1902. Then, you will remember, that by the acts of 1901 and 1902 you provided for a rebate on tobacco; you provided for the refund of unused documentary stamps, and everything of that kind, which threw an immense amount of work on the Bureau.

So I found it necessary to retain some of the extra force that I found in the office when I came there in December, 1900. But I have been closing up that work as it has been finished, and I have reduced the force down to 165, temporary force at the close of the fiscal year, June 30, 1902. I have to-day 64, having reduced the number 101. I have done that by the absolute discharge of the clerks, and also by transferring them to my permanent roll. Where a vacancy occurred by death or resignation, I select a clerk on the temporary roll that I thought the best fitted for service and transfer him to the permanent roll. In that way I have reduced the force by 101, and have to-day 64, including laborers, a majority of them being clerks at low salaries, and I have thought, perhaps, that during this year I might be able to reduce the force a few more.

Mr. BINGHAM. This year or next year?

Mr. YERKES. Probably, this year.

I have a summary here which will show you exactly what I expect to use this \$250,000 appropriation for.

Mr. BINGHAM. This appropriation started at \$650,000?

Mr. YERKES. Yes, sir.

Clerks in the office of the Commissioner, \$64,700; expenditures for revenue agents, additional 20, \$55,000.

Mr. BINGHAM. What do you mean by the 20?

Mr. YERKES. Those are the 20 agents that you have given me for years.

Mr. BINGHAM. Why put in the word "additional?"

Mr. YERKES. I can give you the history. The original act creating an internal-revenue bureau provided for 25 revenue agents. That number was increased to 35 by an act of March 1, 1879. Then, on account of the smallness of the collections, in 1884 you reduced the number to 20. By the act of 1898 you provided for 20 additional revenue agents, and those 20 have been continued up to the present time and called "additional" or "temporary."

Mr. BINGHAM. Do you consider them necessary for the next year?

Mr. YERKES. Yes, sir.

Mr. GILLET. Is there any reason why they should be called "additional?"

Mr. YERKES. No special reason.

Mr. LITTAUER. Except that you want to make the entire change at one time?

Mr. YERKES. Yes, sir.

Mr. BINGHAM. These revenue agents are special agents in your service?

Mr. YERKES. Yes, sir.

Mr. BINGHAM. And assigned to districts?

Mr. YERKES. Yes, sir.

Mr. BINGHAM. And they do the entire work?

Mr. YERKES. Yes, sir. The residue of that \$250,000, about \$117,000, is used in paying the salaries of the deputy collectors in the offices of the various collectors throughout the entire country.

Mr. BINGHAM. How many districts are there?

Mr. YERKES. Sixty-six districts, including Hawaii.

Mr. GILLET. Can you suggest how that paragraph should read?

Mr. YERKES. Yes, sir.

For continuing additional clerks and other employees in the office of the Commissioner of Internal Revenue, for salaries and expenses of increased force of deputy collectors, for continuing salaries and expenses of 20 additional internal-revenue agents appointed and employed by the Commissioner of Internal Revenue, the employment of this force being made necessary by the increased collections of the Bureau, \$250,000.

Mr. BINGHAM. The next item is for "salaries and expenses of agents, fees, and expenses of gaugers, etc." For 1903 we appropriated \$1,900,000, and then deficiency gave you \$160,000 additional. That is law. I understand that you have filed a deficiency of \$160,000. How does the deficiency of 1903 come in now? Does it come in naturally?

Mr. YERKES. This is the time to make the report. We do not know what the deficiency is until the close of the fiscal year 1903.

Mr. LITTAUER. Have you any obligations to meet?

Mr. YERKES. Yes, sir.

Mr. LITTAUER. Will you explain where that deficiency comes from?

Mr. YERKES. That deficiency, you understand, arises by reason of the expenses of the gaugers, storekeepers, and storekeeper-gaugers. It is absolutely impossible to state in advance what those expenses will be. It absolutely depends upon the business of the Bureau.

Mr. BINGHAM. That item may be more or less?

Mr. YERKES. Yes, sir. The gaugers, storekeepers, and storekeeper-gaugers are paid simply when they are on duty.

Mr. LITTAUER. They are per-diem men?

Mr. BINGHAM. Yes, sir. As the number of distilleries in operation increases, as the amount of spirits withdrawn increases, as the amount of cigars, tobacco, and snuff increases, all that makes extra force necessary. We never know in advance exactly what the work of the Bureau will be along those lines. Those people are employed just as we need them, and the more that are employed, the larger the revenues of the Government; the larger the deficit, the larger the income has been in my Bureau.

Mr. BINGHAM. The Government is the beneficiary?

Mr. YERKES. Yes, sir.

Mr. LITTAUER. A deficiency has already been allowed you of \$160,000.

Mr. YERKES. Yes, sir.

Mr. LITTAUER. And now you are asking for a special deficiency of like amount to complete the year's work and pay the expenses incurred?

Mr. YERKES. Yes, sir; these gaugers work at a per diem of from \$2 to \$5 a day. They, as a rule, are poor men, and they can not afford to wait four or five months for their money. That is the reason

why I ask for this deficiency. It is very hard on them to be compelled to wait.

Mr. LITTAUER. Even if we gave you \$3,000,000 you could not spend any more than what is absolutely necessary to pay the per-diem expenses?

Mr. YERKES. Certainly not. I do not spend all that you give me on another appropriation. I want it because I can not tell when I will need it. You take the appropriation for the "fraud fund" on the sundry civil appropriation bill, I have not yet used it all, but the time may come when I will want to use it. There was one year that I only used \$76,000, as I remember.

MINTS AND ASSAY OFFICES.

ADDITIONAL STATEMENT OF MR. GEORGE E. ROBERTS, DIRECTOR OF THE MINT.

Mr. BINGHAM. The question is here as to whether we shall appropriate the bulk sum which has been heretofore given to distribute, or whether we shall take up each of the mints and assay offices and appropriate in detail for all personal offices. First, please tell us what plan of administration you recommend, a continuation of the old conditions as we have appropriated heretofore or, as you have suggested in this communication, a detailed statement making your appropriations conform to the recommendation of clerks of class one, two, etc., in the respective offices?

Mr. LIVINGSTON. Does this recommendation mean to economize or to make the service more expensive?

Mr. ROBERTS. There is no difference.

Mr. LIVINGSTON. Why do you want to change?

Mr. ROBERTS. The point was made by the Auditor that we were paying clerks out of the appropriation for workmen, and, in September, when I made the estimates I put in a word or two to change the language of the old law so as to make it substantially the same as that in the Bureau of Engraving and Printing at the present time. There they are all paid out of a lump sum appropriation.

Mr. BINGHAM. We have a letter addressed to Mr. Hemenway by Mr. Taylor, Acting Secretary of the Treasury, transmitting the detailed statement of the Director of the Mint.

Mr. ROBERTS. There has been practically no change. Some of these men get \$5 a day. That would be about \$1,650, and I have made the salaries of some of them \$1,500 and some \$1,600. There are some few variations, but the total is not increased.

Mr. LITTAUER. The total has not been increased over the estimate sent in?

Mr. ROBERTS. No, sir.

Mr. LITTAUER. But you have all the increases recommended in the estimates included?

Mr. ROBERTS. Yes, sir.

Mr. GILLET. Does it appear what are increases over the present force and what are not?

Mr. ROBERTS. No, sir; that would be a pretty exhaustive thing.

Mr. GILLET. Suppose we should decide not to give you the increases;

we would not know what to do. According to that statement we would have to give you everything you ask for?

Mr. ROBERTS. Yes, sir.

Mr. GILLET. We would either have to follow the old plan or give you everything that you have estimated for?

Mr. ROBERTS. There are no new people estimated for.

Mr. GILLET. You just ask for what you have now?

Mr. ROBERTS. Yes, sir; the only difference is in the arrangement of the salaries.

Mr. GILLET. You do not estimate for anything new?

Mr. ROBERTS. No, sir.

Mr. LITTAUER. But it does include the increased salaries?

Mr. ROBERTS. Yes, sir.

Mr. BINGHAM. And it rests with us to determine which policy shall be pursued?

Mr. ROBERTS. In going over the entire list I found some inconsistencies. I found some men doing the same service and getting different salaries, and I have taken all that into account and consulted with the superintendents of the mints. They think it is on a better basis than ever before.

Mr. BINGHAM. Your proposition is before us?

Mr. ROBERTS. Yes, sir.

Mr. BINGHAM. Which system or policy of administration do you consider the better—the policy that is now existing or the policy which your detailed statement suggests?

Mr. ROBERTS. The detailed statement makes the appropriations more specific. I suppose that is something you desire to arrive at, and I consider it on the whole the policy to be desired. There are some cases in administering a mint—it is a big concern, it is a good deal of a factory—when it would be to advantage not to be tied down so closely. Sometimes we need temporary clerks and temporary help, but after all we can get along.

Mr. LIVINGSTON. Under this plan you could put in all the new help you wanted up to the amount of money appropriated?

Mr. ROBERTS. I do not know just how we would come out. There is no appropriation for any clerical help. The only lump appropriation is for workingmen.

Mr. BINGHAM. And that must remain; that is what you might call the busy season and the dull season?

Mr. ROBERTS. Yes, sir.

Mr. LIVINGSTON. Suppose you wanted to cut a salary, the matter would be left entirely in your hands?

Mr. ROBERTS. We could cut a specific salary, but we could not give it to anybody else.

Mr. LIVINGSTON. This is a lump sum appropriation and you could lessen the salaries of 100 men and put in 110 men?

Mr. ROBERTS. Yes, sir.

Mr. LITTAUER. There are no additional places included in this estimate?

Mr. ROBERTS. There are a few places submitted in the original estimates.

Mr. GILLET. I understood you to say that there were no increases over last year?

Mr. ROBERTS. I can tell you what they are.

Mr. GILLET. I think we ought to know.

Mr. ROBERTS. There is an assistant cashier in the New York assay office, an increase of salary. There is nothing new put in here over my original estimate.

Mr. BINGHAM. As you have submitted in detail the salaried places, you have gone on the supposition that this committee for the next fiscal year will meet the recommendation that you have made?

Mr. ROBERTS. Yes, sir.

Mr. BINGHAM. And those are the only new places?

Mr. ROBERTS. Yes, sir.

NEW ORLEANS MINT.

Mr. TAYLOR. I want to take up with you the New Orleans mint. I have heard that there is some change of opinion on the part of the Department in regard to the New Orleans mint, and I do not know whether it is true or not, to the effect that you could reduce expenses from \$200,000 to about \$89,000. My recollection is that you said it would cost \$100,000 more than was necessary to run the mint. Is there anything in that?

Mr. ROBERTS. I think that is what I said a year ago. I have gone over the matter of the New Orleans mint with the superintendent, and we have laid out a plan for conducting it, in case it is still maintained, at a cost of \$89,000, figuring on making about \$3,000,000 of subsidiary coinage a year, just about the amount distributed naturally from the New Orleans subtreasury, in order that it would not involve the shipping of bullion in and out uselessly.

Mr. TAYLOR. It would not involve extra expense?

Mr. ROBERTS. Yes, sir.

Mr. LITTAUER. The question, to my mind, is a simple one, as I understand it. For a number of years the mint at New Orleans was considered an extravagance. We attempted last year to discontinue it as a mint and establish it as an assay office, as recommended by the Director. In carrying out our purpose we were met with the objections of the people of New Orleans and their interests as represented here, and we came to a kind of legislative bargain or compromise that we would continue it one more year, which would be satisfactory to the people of New Orleans. Now, it appears, as is usual in matters of this kind, that that is not satisfactory to them, and they desire to have it continued as a mint, and your late figures go to prove that it could be continued as a mint without such a waste as you spoke of in your testimony of last year; that the waste will be, in a moderate proportion, reduced, but notwithstanding that the work could be done without the continuance of the mint at New Orleans.

Mr. ROBERTS. My recommendation has not been changed. I expressed the opinion that we could save from \$75,000 to \$100,000. That estimate was based upon the amount of coinage that we have been doing in the past. Of course we would not save that much on \$89,000. It will cost \$16,000 to run it as an assay office.

Mr. TAYLOR. Then, you do not change your recommendation?

Mr. ROBERTS. No, sir; I am still of the opinion that the coinage of the Government can be done at three mints for less money than at four mints.

Mr. TAYLOR. That is decided?

Mr. ROBERTS. I think as the permanent policy of the Government that is the best policy.

There is just one other matter I would like to speak about, the salary of the chief clerk at the assay office at Boise City. He receives a salary of \$1,400 and we have submitted for several years a request for an increase.

Mr. LITTAUER. You have not submitted the request this year?

Mr. ROBERTS. No, sir; simply because we have others that we thought more pressing. That man is in charge of the office and we have asked him to give a bond of \$20,000, and he has to go to the expense of doing that. I do not think the salary is adequate for so important a position.

Mr. LITTAUER. How can that be?

Mr. ROBERTS. The law provides that the chief clerk shall be the acting assayer there. The assayer at that place was appointed during the vacation. He was not confirmed by the Senate, and so the chief clerk is acting.

Mr. GILLETT. That is temporary, of course?

Mr. ROBERTS. Yes, sir. He is the assistant to the superintendent. The chief clerk at the Helena office gets \$1,800; at Seattle, \$2,000; at Denver, \$1,800. That salary has run along for a good many years, and I do not suppose it is just to the man. I would not have said anything about it if it had not been for the additional responsibility which has fallen upon him just now, and I would be very glad to see his salary raised to \$1,600.

Mr. BINGHAM. What do you mean by the word "wastage" used in the bill?

Mr. ROBERTS. That is the necessary loss of the metals that occurs in handling them. You can not melt, pour, and handle metal repeatedly without losing some of it; you can not possibly have as much when you get through as when you commence. When you handle millions and millions a year there is some wasted.

Mr. BINGHAM. That is wastage of the metal?

Mr. ROBERTS. Yes, sir.

Mr. BINGHAM. Take the Philadelphia mint, which is the largest, what is your estimate of wastage? You must have it in some detail.

Mr. ROBERTS. There is a legal allowance fixed by law.

Mr. BINGHAM. Give us that.

Mr. ROBERTS. It is one-half of one-thousandth of 1 per cent. We never exceed the legal amount.

Mr. BINGHAM. You make an estimate for wastage in the Philadelphia mint; what does that amount to?

Mr. ROBERTS. I do not think we had any last year. The amount which the Government receives in settlement with the depositors equals the cost to the Government. I think the highest wastage in Philadelphia was \$40,000.

Mr. GILLETT. That does seem a large amount.

Mr. ROBERTS. But the coinage was over \$100,000,000 a year.

Mr. BINGHAM. On page 110 there is the item "loss on sale of sweeps arising from the manufacture of ingots for coinage, and wastage and loss on sale of coiner's sweeps," and you have had \$100,000 for several years. In 1902 and 1903 you asked for \$150,000. Can you give us in detail just what that is?

Mr. ROBERTS. If you will refer to page 182 of the last printed report of the Director of the Mint you will see, for instance, what makes up those items—the various items charged to that contingent fund.

Mr. BINGHAM. Do you spend all that contingent fund?

Mr. ROBERTS. No, sir.

Mr. GILLET. What does "sweeps" mean?

Mr. ROBERTS. They are the sweeps from the floor, the chimneys, and all that.

Mr. GILLET. Do you sell them?

Mr. ROBERTS. Yes, sir; people buy them because they find a little gold in them. They are bought by refiners.

Mr. GILLET. Why do you not keep them yourself and refine them?

Mr. ROBERTS. They contain more or less of matter that we are not prepared to take out. We are not prepared to take out all the base metals. We do not receive the basest kind of bullion.

Mr. LITTAUER. How do you sell them?

Mr. ROBERTS. We invite bids.

Mr. BINNHAM. I see that Philadelphia is your leading mint. Do you anticipate the coinage for the next fiscal year to be as great as at present?

Mr. ROBERTS. Yes, sir.

Mr. BINGHAM. That is the mint that does all the coinage other than the silver coinage?

Mr. ROBERTS. Yes, sir.

Mr. LITTAUER. When you get the mint at Denver under operation, will not that take some of the work away from Philadelphia?

Mr. ROBERTS. The gold will not go to Philadelphia; that is, the gold from the Rocky Mountain region. I presume the depositors will prefer to ship it to Denver because it will cost them less. However, our small coinage, the subsidiary coinage, is constantly increasing; that is, the small pieces. We have been coining a million pieces a day.

Mr. GILLET. Is the freight paid by the depositor?

Mr. ROBERTS. The depositor must either deliver the bullion to the assay office or the mint, so when the Denver mint is in operation we will coin the bullion there and we will not ship it to Philadelphia.

Mr. LITTAUER. That will be a saving to the Government?

Mr. ROBERTS. Yes, sir.

Mr. BINGHAM. There is \$75,000 appropriated for transportation.

Mr. ROBERTS. I have never been in favor of the assay offices. With a mint at San Francisco, one at Denver, and one at Philadelphia the people who produce gold could well afford to deliver it to one of those institutions. We have the offices now and can not get them discontinued, even the one at St. Louis.

TREASURY DEPARTMENT,
Washington, January 7, 1904.

HON. JAMES A. HEMENWAY,
House of Representatives.

SIR: Responding to the request of Mr. Courts, I submit below the changes that should be made in the original estimates for the Mint service now before your committee, if the committee desires to continue the lump appropriation for wages of workmen and a portion of the clerical force as in the past, but limiting the amount which may be used for the pay of all persons other than regular workmen.

Using the original estimates as the basis, the appropriation for wages of workmen, with the amount that should be available for additional clerks and other employees, is as follows:

Institution.	Wages of workmen, etc.	Other employees (included in wages of workmen).
Mint at Carson	\$4,200	\$840
Mint at Denver	22,000	6,620
Mint at Philadelphia	450,000	78,640
Mint at San Francisco	180,000	32,540
Assay office at Boise	8,300	1,840
Assay office at Charlotte	1,080	480
Assay office at Deadwood	3,840	840
This is an increase of \$140 over the original estimate.		
Assay office at Helena	14,500	6,080
Assay office at New York	30,000	11,530
Assay office at Seattle	27,000	11,140

Respectfully,

GEO. E. ROBERTS,
Director of the Mint.

JANUARY 6, 1904.

WAR DEPARTMENT.

STATEMENT OF HON. ELIHU ROOT, SECRETARY OF WAR.

Mr. BINGHAM. Our committee is very much impressed with the good administration of General Ainsworth in his office, particularly in view of the fact that a few days ago we found that you had transferred two of your bureaus to him and that he kept up the work and was able at the close of the year to make a reduction in the force.

Now, as I understand, the first appropriation given you for temporary force in the War Department was \$507,000 in bulk. Then in the next year it was increased to \$600,000, which appropriation was continued for three years. Then it was reduced to \$596,000, and then to \$541,430. A year ago, I think, they reduced that about \$50,000, and in view of that we continued the lump sum appropriation with the hope that you would be able to make very decided inroads, but it seems that the only appreciable inroad was made in General Ainsworth's office.

The question comes before us as to whether we desire to take up the temporary force and have it absorbed by the War Department into the permanent force, according to the estimates submitted by the Department, or whether it should be the policy of the committee to continue the lump sum appropriation. Have you any suggestions to make?

Mr. ROOT. I was not in Washington at the time the estimates were made up last October, unfortunately. While General Oliver was perfectly competent to deal with the subject, he could not know what ideas the experience of four years had given me with reference to future dealings with the force. If I had been here I should have tried to take up and work out some plans for further reductions that I am trying to work out which I commenced by the order that I made before I went away for the transfer of the two divisions of the Adjutant-General's office to the Record and Pension Office, which has resulted in the economy you have suggested. I am trying now to work out a plan which will result in further economy along the same line. It is a com-

plicated thing to deal with a system that has been going on for a hundred years, and it requires the reconciling of a great many differences of opinion. I think I will succeed in doing it, and I think I should have succeeded had I not been absent on the Alaska matter.

I would like to explain some of the conditions which will make a further reduction that I think is perfectly practicable but somewhat slow. I think there can be a very marked reduction in the number of clerks in the Adjutant-General's Office. I do not think that need be delayed. The reduction that General Ainsworth made was in that force. I think we can go on. If I succeed in working out the plan I have referred to it will result in a very material reduction in the force.

Mr. LITTAUER. In what direction do you anticipate that the economy will come from—change of system?

Secretary ROOT. Yes, sir; and the elimination of unnecessary clerks. We have now two offices of record in the War Department, the Record and Pension Office and the Adjutant-General's Office.

Mr. LITTAUER. Those two offices you combined?

Secretary ROOT. I merely removed the rolls and the returns divisions of the Adjutant-General's Office into the Record and Pension Office. I think that process can be continued further, and I think it will result in material economy.

I have here a statement which I had made at the time of making up the estimates, in October, 1902, which shows that before the war there were in the Adjutant-General's Office 130 clerks, at a cost of \$159,280; that the maximum number of clerks during the Spanish war, including temporary and permanent clerks, was 342, at a cost of \$352,310, and that on the 31st of October, 1902, when we were getting up the estimates, there were 311 clerks, at a cost of \$335,820. We were trying to work back to the original basis.

The schedule of all the different bureau offices in the office of the Secretary of War show that before the war with Spain we had, in all, 1,182 clerks, at a cost of \$1,447,856; that the maximum number of clerks during the war with Spain was 1,937 clerks, at a cost of \$2,163,716, and that by the 31st of October, 1902, we brought it down to 1,690 clerks, at a cost \$1,970,906.

Mr. LITTAUER. And the Army at that time was about 70,000?

Secretary ROOT. Yes, sir; probably 70,000.

We have now brought it down so that the estimates for this year are for 1,531 clerks at a cost of \$1,829,926. That is to say, the force went up from 1,182 to 1,937 and has now come down to 1,531 on the estimates for this year. Those estimates, having been made last October, do not include the economy already effected by the transfer or the further economies that are hoped to be accomplished.

Those 1,531 clerks provide for an Army raised from 25,000 to a minimum of 60,000, comparing 1,182 clerks with 1,531 and an Army of 25,000 with an Army of 60,000, and also the extension of the War Department to cover what is practically a colonial department—what the English would call a colonial department—and also the inclusion of a great amount of work relating to the militia, which brings into relation with the Army to be dealt with in the War Department 120,000 more men in organizations scattered all over the United States.

Then there is a very great increase in activity, much more than proportionate to the increase in the Army, in the Quartermaster's Department and in the Ordnance Department. Of course the work

of the seacoast fortification is going on with much greater rapidity than it did at the beginning of the war. You just began to make heavy appropriations, and the expenditure of those appropriations in the making of new fortifications and the making of guns have thrown an immense amount of additional labor on the Ordnance Department. They are intensely active and doing the work with great efficiency. It will be a good while before you can take any steps backward upon the increase of clerks in the Ordnance Department for that reason.

Mr. GILLETT. They have been reducing the number a little?

Secretary ROOT. Yes, sir; the number of clerks in the Ordnance Department before the war was 34, the maximum number went up to 97, and on October 31, 1902, it was brought down to 82. I have not the present detailed figures, but before I left the office I directed the schedule to be made out, following the same plan that I had in 1902, and I will send it to you if you would like it.

Mr. LITTAUER. The Chief of Ordnance estimates for 73 clerks.

Mr. BINGHAM. The Chief of Ordnance asked for the identical number of men for 1905 that he has for the current year.

Secretary ROOT. I do not think you can very well decrease the force in his office. They are also rearming the Army and the Militia with rifles.

Mr. BINGHAM. Identical guns?

Secretary ROOT. Yes, sir; with identical guns. They are also rearming the field artillery with new guns up to the modern standard. That is a work of very great importance, because our old gun is very antiquated. We are making a new gun which will place, theoretically, six aimed shots in the neighborhood of the enemy where the old gun would place one, and at a low estimate it will do three times the work of the old gun.

Mr. LITTAUER. Does that occasion much additional work at the office.

Secretary ROOT. Part of this work they are doing and part of it is done by contract. It is a big manufacturing and mercantile business instead of a small one.

Then we come to the Quartermaster-General's Department. Before the war he had 120 clerks, the maximum during the war was 228, and in October, 1902, the number had been reduced to 221. The time will come before very long when that number can be reduced. I think it has been somewhat reduced.

Mr. LITTAUER. The estimate asks for 205 clerks.

Secretary ROOT. I do not think that it can possibly be reduced immediately, for the reason that the Quartermaster-General's Department is now engaged in a very large amount of temporary work in constructing barracks, warehouses, and all kinds of accommodations for the enlarged Army. That is temporary. They are also expending large sums of money, for which Congress has made appropriations for various things. While this construction is going on they will have to keep a great many of the clerks they have now. I do not think the number can be reduced until they get through with this class of work.

Mr. BINGHAM. They ask for the same number of men that they had last year?

Secretary ROOT. They ask for the same number, but the estimate was cut down by the Department.

Mr. LITTAUER. What about the Surgeon-General's Office?

Secretary ROOT. I think that force may be cut down somewhat, although the Surgeon-General is doing a great deal more than he did before the war. Of course, the increase in the Army, the increase of the number of surgeons, the increase in the number of posts, etc., cause a corresponding increase in the clerical work. I think that force can be cut down to some extent with the concentration of the Army in larger posts.

Mr. LITTAUER. Have you the same figures in connection with that office?

Secretary ROOT. Yes, sir. Before the war the Surgeon-General had 118 clerks; the maximum number during the war was 177 clerks, and on October 31, 1902, the number had been cut down to 159.

Mr. BINGHAM. Is there a very large body of contract surgeons?

Secretary ROOT. Yes, sir; a large body. There are some 200.

Mr. BINGHAM. What are they paid—\$100 a month?

Mr. COURTS. \$150 a month.

Mr. BINGHAM. Without any regard as to where they are?

Mr. COURTS. Yes, sir.

Secretary ROOT. I am inclined to think that it would be a wise thing to turn them into regular surgeons. I do not see much prospect of reducing the number now. There is a double aspect to the business of surgeons. One is, of course, pertaining to the duties in time of peace and the other is securing a competent staff for administration in the time of war. The one great trouble in our camps during the war with Spain was the fact that there were not enough surgeons.

There were plenty of good physicians, but not enough surgeons who understood the administrative part of the business, who had studied hygienic questions peculiar to the handling of large bodies of men. That is something which the ordinary physician does not understand at all. The Surgeon-General has recently submitted to me a very able paper dealing with the subject of the number of surgeons necessary for the purpose of administration in case of war, and who ought to have special training necessary for the work. That is now in the hands of the General Staff for their views on the subject, and probably before the end of the month I will submit that matter to Congress.

Mr. BINGHAM. Have you any additional comparisons so that we can go through the list?

Secretary ROOT. I have. I have the whole number, but the others are small.

Mr. BINGHAM. How about the Commissary Bureau?

Secretary ROOT. The Commissary-General's Office had 36 employees before the war; 85 was the maximum number, and it has been brought down to 73 on October 31, 1902. I think that number has been somewhat reduced.

The office of the Secretary of War, which is a general regulating office, had 69 employees before the war; the maximum number was 219, and on October 31, 1902, the number had been cut down to 146. There has been a considerable reduction. A considerable part of this reduction, from 1,937 to 1,531, was made in the office of the Secretary of War. That includes, of course, the division of supplies, the division of appointments, and the division of accounts. That is the office which regulates the entire business of the War Department.

Mr. LITTAUER. Do you prefer to have the entire force put on a regular basis, or do you believe that we should keep up the regular force, adding a lump-sum appropriation for temporary force?

The Department has now for two years sent in estimates for an entire regular force. Experience here is that when a regular force is established it is with the utmost difficulty that we can discontinue it. Consequently we have waited from year to year, thinking that your estimates for a regular force would be gradually reduced, so that we could at some appropriate day put the Department on a regular basis, as it surely ought to be.

Secretary ROOT. I think it is better to be on a regular basis, but whether the time has come I do not feel at all certain. I think you are better judges than I am. I think there can be some material reduction made yet.

Mr. GILLETT. In the immediate future?

Secretary ROOT. Pretty soon.

Mr. GILLETT. In number?

Secretary ROOT. Yes, sir. How soon would you be likely to want to report this bill?

Mr. GILLETT. Probably Monday.

Secretary ROOT. I can not hardly give you anything very definite by that time.

Mr. LITTAUER. In going over the regular force every promotion you desire to make you specify for it and submit an estimate. Having such a large temporary force it can be used—I do not know but what it is used—for the general promotion of clerks. Do you keep the two forces separate or are they amalgamated?

Secretary ROOT. Practically amalgamated. We put them on the same roll for the purpose of rating, and then the most efficient clerks have been shoved ahead without any reference to which force they belonged.

Mr. BINGHAM. You have absorbed this so-called temporary force, which is paid by the lump sum appropriation, into the regular establishment and adjusted their compensations to be consistent with the compensations allowed for the general Department?

Secretary ROOT. Yes, sir; they are all one under the civil service.

Mr. BINGHAM. The only defense we can have with reference to retaining the lump sum appropriation for your Department is the fact that since 1898 this bill has not carried any appreciable increase of your regular force. The legislation has been upon the presumption that the lump sum appropriation was able to meet all the requirements of the Department. Therefore the defense comes, for the last six years, that your lump sum appropriation has been ample to cover all increased demands of your Department. That is our only defense. Last year, as I said before, when the decrease was about \$50,000, the argument was made in the committee, "Give us another year and we can bring in an appreciable decrease." That has not occurred. There has only been a reduction of \$6,000 or \$8,000.

Mr. LIVINGSTON. That not only has not covered the increases, but it has taken care of the deaths, resignations, and everything of that kind.

Mr. LITTAUER. There has been a very material increase in the matter of salaries?

Secretary ROOT. Yes, sir. That is one reason why the decrease in cost has not kept pace with the decrease in numbers. These temporary clerks were very largely employed at a very low rate of compensation—\$700, \$800, and \$900—and gradually, as far as possible, we have decreased the number from 1,937 to 1,531, a decrease of 400. That has been done by dropping out the least efficient in order to keep the best ones. We are losing our best clerks all the time, because they are getting better places in other Departments.

Mr. GILLET. Are any of them going to the outside business world, or do they all go to the other Departments?

Secretary ROOT. Every once in a while a clerk goes to the outside business world.

Mr. BINGHAM. Do you lend your clerks outside of your Department?

Secretary ROOT. I think one or two have been detailed to the Civil Service Commission.

Mr. BINGHAM. You transfer them in your own Department?

Secretary ROOT. Yes, sir.

Mr. BINGHAM. But you do not transfer them to other departments unless it is a permanent transfer?

Secretary ROOT. Yes, sir.

Mr. BINGHAM. You have reached the conclusion, have you, that the best policy as to the future is the absorption of the temporary force on the lines recommended in the Book of Estimates?

Secretary ROOT. Yes, sir.

Mr. GILLET. But you are uncertain as to whether that ought to take place at once or not?

Secretary ROOT. That is it.

Mr. LITTAUER. There is only a difference of about \$22,000 in your estimates from last year. In the amalgamation in the Record and Pension Office it seems that 27 clerks can be dropped, saving something in the neighborhood of \$25,000, covering really the reduction in your estimates of the coming year as against the last year. The work is probably getting nearer up to date all around and the question which strikes us is, do you need as much assistance, or whether, if we were to appropriate a less amount, you could get along? Could not just such an arrangement as was made with the Record and Pension Office be made elsewhere?

For your temporary force you have \$596,000 with an army of 75,000 or 80,000, and then the amount was cut down to \$541,000 and down now probably to \$519,000, reported in the estimate for the coming year. Is this the right time to specify in an appropriation bill for a permanent force, because if a permanent force is once granted we will never be able to get the clerks out? They will advance in salaries and numbers year after year, but you can not eliminate them. Bear in mind that it is not the policy of this committee to grant increases. Your estimates are based upon a large number of increases in salaries. If your force were placed on the same basis as other Departments—a regular permanent force—could not we then reduce the lump-sum appropriation?

Secretary ROOT. I suppose so.

Mr. LITTAUER. To what extent?

Secretary ROOT. I should have to analyze the estimates in order to answer that question, to see how many increases in salaries there are and what they amount to.

Mr. LITTAUER. You can not increase the salaries of the clerks on your permanent force without legislation?

Secretary Root. No, sir.

Mr. GILLET. If we should make no increases in salaries, could you not still reduce the \$500,000 appropriation?

Secretary Root. I suppose so. Some one would have to sit down and ascertain just what clerks the increases are intended for.

Mr. LITTAUER. Would it be to the detriment of the Department if there should be no increases in salaries this year?

Secretary Root. I think it would. I think the situation in the War Department is rather peculiar as compared with the other Departments because of this large temporary force put in there at very low rates of pay. A considerable portion of that force must of course be retained on account of the increase in the Army in every way, increase in the actual number of officers and soldiers, increase in the number of posts, increase in the extent of territory covered, increase in the varieties of supplies required from Alaska to the equator.

A large portion of the force must be permanently retained on account of those increases. I think the service would suffer if you prohibited the adjustment of salaries as between the additional force and the old permanent force according to efficiency and merit. You can not keep the best young fellows permanently at work at the lowest rate of pay, and I think you will gradually have to assimilate this additional force that is to be permanent with the permanent force.

Mr. GILLET. I would like to ask that whether by this time the temporary force has not been elevated enough so that they are on a similar basis, or whether there are still to be promotions to make them equal with the regular force?

Secretary Root. I think not. That is General Oliver's opinion.

Mr. LITTAUER. If we had made the specification a year ago, you could not very well have made this transfer from the Adjutant-General's Office to the Record and Pension Office and made that saving?

Secretary Root. That is true.

Mr. LITTAUER. Is it not also in a measure true that these lower-paid clerks have been gradually raised up to the ordinary pay of the Department?

Secretary Root. It has been going on for some time, but General Oliver did not consider that it has gone as far as it ought to go.

Mr. GILLET. Do you see enough of the details to know how it is that the savings are accomplished, whether it is entirely by change of work, less work done, or by the officer in charge stimulating more work from the clerks? How can we get those facts?

Secretary Root. By talking with the individual heads of the different bureaus. General Ainsworth can tell you how he does it; General Crozier can tell you how he does it. It is a combination.

Mr. BINGHAM. The increases are made by the chief of the bureau?

Secretary Root. Yes, sir.

Mr. BINGHAM. Do they go to you?

Secretary Root. No; they go to the Assistant Secretary, who has charge of that work. The head of the Bureau makes his recommendation, and that goes to the chief clerk, and the chief clerk lays it before the Assistant Secretary and discusses the subject with him. The whole clerical force has for a long time been under the Assistant Secretary.

Mr. BINGHAM. I think it is apparent from the exhibit you read, in view of the fact that the reduction from \$600,000 allowed in lump sum last year to the appropriation allowed in lump sum for the current year has not been very great, whereas, from the date of the allowance of the lump sum up to the current year there has been a very large reduction of clerical force, and therefore that number appears only in numbers, and of course those numbers are made up of low-classed clerks and doubtless have come from the small-salaried men.

Secretary Root. That is undoubtedly true.

Now, referring to Mr. Gillett's question, I think as a rule that the accomplishment of the same amount of work with a decreased force comes from the necessity of doing it with the decreased force. It is a matter of common occurrence with the head of each department or division or bureau to say, "We can not do our work with a smaller number of clerks," and, as a rule, they want more all the time. You take away some of the clerks and the rest of the clerks do the business. They have to get around and hustle. It is that necessity which accomplishes it. Of course you do not want to go so far that instead of accomplishing that purpose the result will be poor work.

On the other hand, there is a great deal that can be done by improved organization, by cutting off unnecessary work, by stimulating the clerks to work, and by preventing the wasting of time in conversation and standing around the corridors, and all that kind of thing. General Ainsworth can do it to perfection, but there are some other men who can not do it at all.

Mr. GILLETT. A man as high in position as General Ainsworth; does he get down so that he effects personally the clerks?

Secretary Root. I think so. I think he knows every clerk in his Department. He effects the heads of his different divisions and operates through them, of course. There are others who do the same thing. I cited the case of General Ainsworth merely as an illustration, because General Bingham spoke of him a few moments ago; but there are some men who can not do it. I have seen, in the business of the Department, many instances illustrating the doing of unnecessary work, and have called attention to it, and it has been investigated; but in many other cases the Secretary of War can not keep track of all the matters of detail.

The head of the bureau is largely dependent upon the head of the division—upon the clerk who is at the head of the division. The reduction and cutting off of unnecessary work is a very important branch. The tendency of clerks is always to make work for themselves, pile up unnecessary documents, unnecessary abstracts, and a great variety of papers of no consequence whatever. You will see a paper covered over with a long, labored indorsement where a stamp of three words is all that should be necessary. It is not only unnecessary, but it is worthless. An indorsement which covers a paper does not perform the service of an indorsement at all. You might as well say, "Look within."

Mr. LITTAUER. Is there enough of that unnecessary work to warrant an effort to eradicate it? They tell us, for instance, that in the work of the Navy Department the clerical force is upon a very much more economical basis, and that they do not go through so much

work as they do in the War Department, and, consequently, in taking care of 30,000 men in the Navy, what would compare with the Adjutant-General's Bureau of the Army, they have about one-fourth as many clerks. I do not suppose the comparisons are exact, or anything of that kind; they could not well be.

Secretary Root. I do not know about the Navy. The Army has a much more complicated problem to deal with, dealing with men in land organizations. On ship you have a limited number of them.

Mr. GILLET. Is it at all a fair comparison to say that the Army has been reduced from 75,000 to 50,000 and that therefore the Adjutant-General's force ought to be reduced in the same proportion?

Secretary Root. No; that is not fair. The question of absolute numbers does not absolutely control. Of course it has something to do with it.

Mr. LIVINGSTON. You are always making preparation for a larger number if the necessity comes?

Secretary Root. Certainly. We have an organization appropriate for 100,000 men. If numbers controlled we would have instead of 33 per cent more clerks than we had before the war between two or three times the number of clerks. On the basis of numbers, we would have about 3,000 clerks.

Mr. LIVINGSTON. It is really organization; whether the number is 50,000 or 100,000, you have to care for the organization?

Secretary Root. The numbers have something to do with it. They increase the labor of the Adjutant-General's Office and the Quartermaster-General's Department. The Paymaster-General has to employ more men, and the Commissary of Subsistence has to feed more men; but the number of organizations, the number of posts we have to deal with, and the variety of conditions we have to deal with are still more important than the number. If it were not for that, instead of reducing we would have to increase the number. The number of clerks we now have, 1,531, is much less than either a comparison of the numbers of the Army, or the number of organizations, or the number of posts, or the activity in all the departments would warrant.

As to the organizations, we have increased the engineer force, we have more than doubled the artillery force, we have added 50 per cent to the cavalry, we have added 20 per cent to the number of organizations, and we have not by any means added anything like those percentages to the number of clerks. Then, I have not the precise figures, but we have much more than doubled the number of stations occupied by our troops, and we have not increased the clerks in anything like that proportion—I mean from the antewar basis, and we have certainly more than doubled the activity of our Ordnance Department and our Quartermaster-General's Department.

Mr. BINGHAM. The transportation is immense?

Secretary Root. Yes, sir.

Then there is the Subsistence Department, which furnishes supplies for an army that is in Porto Rico, Hawaii, the Philippines, Alaska, as well as all over the United States, which is a much greater problem, involving more labor and clerical force, than was our little army stationed at certain posts. There is no just cause for criticism except on one or two points. I do not think the condensation has been quite what it ought to be, and then there is the particular point which I have been speaking of. Outside of that, I do not think there is any just

cause for criticism. I think the reduction has been a reduction rather beyond what was to be expected.

I feel a good deal of hesitation as to talking about how little the Department can get along with in view of the fact that it is Governor Taft who is to be here and is to be squeezed if I make too low an estimate. If I were to be here next year I would tell you what I could get along with, how great a reduction in the estimates could be worked out; but I do not like to make a guess at it where if I guess wrongly he will have to suffer.

Mr. BINGHAM. Is there any additional information that you would like to have go into the report of the hearing?

Secretary ROOT. There is one little item. An estimate was sent in for a chief messenger in the office of the Secretary of War. The chief messenger, the man who has been acting in that position in the office of the Secretary for a long time, has been carried on the rolls as a foreman of laborers. In all the other Departments they are called chief messengers. The change is desired to make the designation indicate what the man really does.

Mr. BINGHAM. That is simply a change of designation?

Secretary ROOT. Yes, sir.

BUREAU OF INSULAR AFFAIRS.

Mr. LITTAUER. There is one Bureau entirely formed and all the employe of which are paid for out of the lump sum appropriated—the Bureau of Insular Affairs created under your administration?

Secretary ROOT. Yes, sir.

Mr. LITTAUER. Is that now in shape to be put on a permanent basis?

Secretary ROOT. I think it is. I refused to recommend any further increase in salaries.

Mr. LITTAUER. Whatever lump sum appropriation we have given you have divided up among the various bureaus?

Secretary ROOT. Yes, sir; I have allowed them so many clerks at such salaries. When Congress authorized this Bureau of Insular Affairs to take the place of the old division which rested only on my statement I then did in regard to the lump appropriated just what you do here. I called in the Chief of the Bureau and had him give me the number of the clerks and the salaries he ought to have, and then I cut his estimate down.

Mr. GILLET. You did that personally?

Secretary ROOT. Yes, sir; and started him off with an allotment of a sum total of the lump sum.

Mr. LITTAUER. Is that Bureau apt to grow?

Secretary ROOT. I should hardly think so. I do not know what will be done on the Isthmus. Of course that Bureau grew up just as the colonial department in England grew up, as a part of the war office, because the original government was a military government. I do not think anybody knew anything about that government except the Bureau at the War Department; no other Department was ready to take it up. It is a much more efficient way of doing business than the manner in which Porto Rico was taken care of. If anybody wants to know anything about Porto Rico, he must go around Washington like a lost child; no Department has any information about it.

Mr. LIVINGSTON. She is an orphan all along the line?

Secretary Root. Yes, sir; the only way you can have a satisfactory government conducted in one of those places is to have a government there which has authority over the whole field, one that is held responsible and is not interfered with in matters of detail. Governor Taft and the Philippine Commission are held responsible for the government of the Philippines, and if the President has anything to say to them, or if there is anything where they come into contact with the Postmaster-General or the Treasury Department, instead of dealing with a subordinate they deal with the governor, and the governor is not subject to interference from Washington in matters of detail.

The Government can be controlled and the Government can have lines of policy laid down, and they worked them out without interference. For that it is necessary that there should be a single bureau here through which the information comes. I think it essential that the system should be continued, whether in the War Department or elsewhere. So I think that bureau will be permanent. Maybe sometime or other it will go to some other Department, but I see no reason why you should not make appropriation for it.

DEPARTMENT OF STATE.

STATEMENT OF HON. HERBERT H. D. PEIRCE, ASSISTANT SECRETARY, DEPARTMENT OF STATE.

Mr. PEIRCE. The last time you were good enough to hear me we took up the item "contingent expenses," and it seemed to be the impression of some of the members of the committee that the bulk of that item was for stable expenses. I have caused to be prepared an itemized statement of the expenditures under that item, which are as follows:

Statement of expenditures made from the appropriation for "Contingent expenses, Department of State," for the fiscal year ending June 30, 1904, from July 1, 1903, to December 12, 1903.

Subscription to daily newspapers and foreign periodicals	\$107. 85
Street-car tickets	80. 00
Rubber stamps and repairs, and dating stamps, ribbons, and ink pads	50. 60
Small miscellaneous items	10. 45
Carpenter's bills for making furniture, file cases, bookcases, packing boxes, file boxes, repairs, etc	306. 25
Brooms, buckets, soap, brushes, camphor, gum arabic, matches, chamois skins, etc	327. 64
Telephone service (one quarter only)	172. 08
Ice (one quarter only)	73. 20
Material for towels and making same, curtains, etc	242. 63
Washing towels	75. 00
Care of clocks	50. 00
New clocks	35. 00
Postage stamps	40. 00
Two safes and repairs to same	194. 00
Stationery, paper, pencils, ink, carbon paper, etc	936. 02
Typewriters and repairs	155. 00
Freight and express	60. 74
Bicycle, for messenger service, and repairs	40. 00
Official carriage hire	15. 00
Stable rent	300. 00
Forage: Oats, corn, meal, hay, and straw	126. 44
Shoeing horses	83. 00
Wiring stable and putting in electric bells	13. 65

Repair of harness, lap robes, horse covers, and repairs to same	\$113. 05
Miscellaneous stable supplies: Oil meal, rock salt, axle grease, currycombs, brushes, etc	46. 50
Gas for stable	15. 90
Repair of carriages and mail wagon	315. 95
Total	3, 985. 95

RECAPITULATION.

Amount appropriated	\$4, 000. 00
Amount expended to December 12, 1903	3, 985. 95

Unexpended balance	14. 05
Bills on hand unpaid	576. 00

The Department will require for the balance of the year:

Rent of stable	\$516. 00
Washing towels (7 months, at \$15 per month)	105. 00
Care of clocks (7 months, at \$10 per month)	70. 00
Telephone service (3 quarters)	525. 00
Ice (3 quarters)	200. 00
Forage	300. 00
Shoeing horses	160. 00
Gas for stable	25. 00
Repair of harness, carriages, mail wagon, blankets, robes, etc	200. 00
Miscellaneous items for the stable	50. 00
Miscellaneous items for the Department	500. 00

	2, 651. 00
Bills on hand unpaid	576. 00

	3, 227. 00
Less cash on hand	14. 05

Net amount required for balance of year	3, 212. 95
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DEPARTMENT OF STATE,

December 12, 1903.

One thousand and fifteen dollars were the expenditures for the stable; the rest are expenditures for the needs of the Department, in the office, and so on.

Mr. BINGHAM. Under the present appropriation you have for "Contingent expenses" \$4,000.

Mr. PEIRCE. Yes, sir.

Mr. BINGHAM. Then, in six months you have expended the contingent expenditure allowed of \$4,000?

Mr. PEIRCE. Yes, sir.

Mr. BINGHAM. What supervision is there over this fund?

Mr. PEIRCE. I supervise it. The expenses are made as small as they can be. We are as careful as we can be about these things, but there are certain things that have to be done.

Mr. BINGHAM. If you will look at the bill you will notice that the appropriations, including deficiencies, for 1898 was \$3,500, in 1899 \$3,500, in 1900 you reached \$4,000, in 1901 you reached \$4,212, in 1902 you reached \$4,439, and in 1903 you reached \$5,000. Now, your estimate for the current year was \$4,500 and we gave you \$4,000.

Mr. PEIRCE. Yes, sir.

Mr. BINGHAM. And yet upon your statement that appropriation has already been exhausted.

Mr. PEIRCE. You will see from our estimates made last year in the

first place that we were unprepared for the increase that has been going on in the consular business.

Mr. BINGHAM. Are you doing more work?

Mr. PEIRCE. We are doing more business. If you will observe, the consular business cost the Government only \$25,000 this year, as against \$96,000 the year before and \$147,000 the year before that. We are making a saving every year. We are equipping the consulates with items of supplies and typewriters.

Mr. BINGHAM. I thought this appropriation was simply for use here?

Mr. PEIRCE. Then there are the express charges. All that implies increased work in the Department and increased expenditures for the Department.

Mr. BINGHAM. And you think that by indirection it runs to the consular service?

Mr. PEIRCE. Yes, sir. The cost of the stable has been increased; it has been increased by there being two more carriages. The item for the stable is not a large one.

Mr. LITTAUER. The item for the stable is about a thousand dollars for the quarter?

Mr. PEIRCE. For the half year. The total estimate for the year is \$7,198.90.

Mr. BINGHAM. This presents, of course, the distressed condition for the present year?

Mr. PEIRCE. Yes, sir.

Mr. BINGHAM. Congress is not to blame for that, because of the reason that we gave you \$4,000 against your estimate of \$4,500, and you have exceeded that appropriation in six months.

Mr. PEIRCE. It is very serious; but that is the case, and there is the situation which we have to meet. I think an examination by anyone would satisfy them that we are not extravagant in the State Department. We do a great deal of correspondence work there.

Mr. BINGHAM. Have you anything additional to submit?

Mr. PEIRCE. Mr. Gillett submitted some questions, which I have replied to. If those questions were submitted on behalf of the committee, I will be glad to go into them. It seems that we employ our clerks a great deal longer than the eight hours. They are frequently called upon to work many hours overtime, and during the Spanish war, and at such times as that, they worked day and night. It is a frequent thing for me to keep not only my confidential clerk and messenger but a considerable portion of the Consular Bureau at the Department to half-past 6 or even 7 o'clock at night.

As to the half day before the holidays, we do not grant that. The day before Thanksgiving, Christmas, and New Years we dismissed a part of the force an hour before the time, instead of, as pertains in the other Departments, giving them the afternoon before every holiday. We can not spare them. On Saturdays during the heated term such clerks as can be spared are permitted to go at 3 o'clock instead of 4. I am satisfied that our clerical force is doing its fair share as compared with any other Department in the Government.

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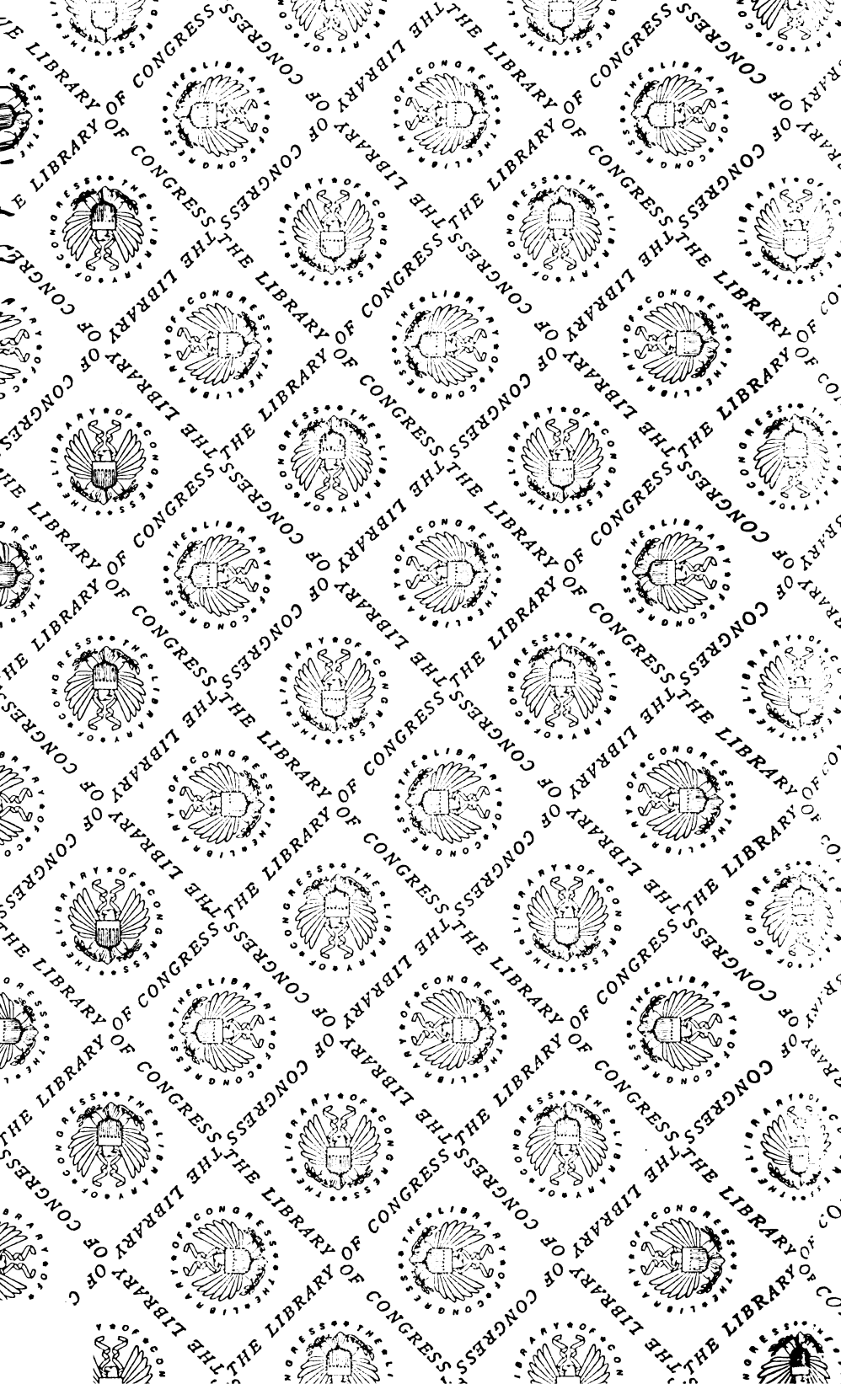
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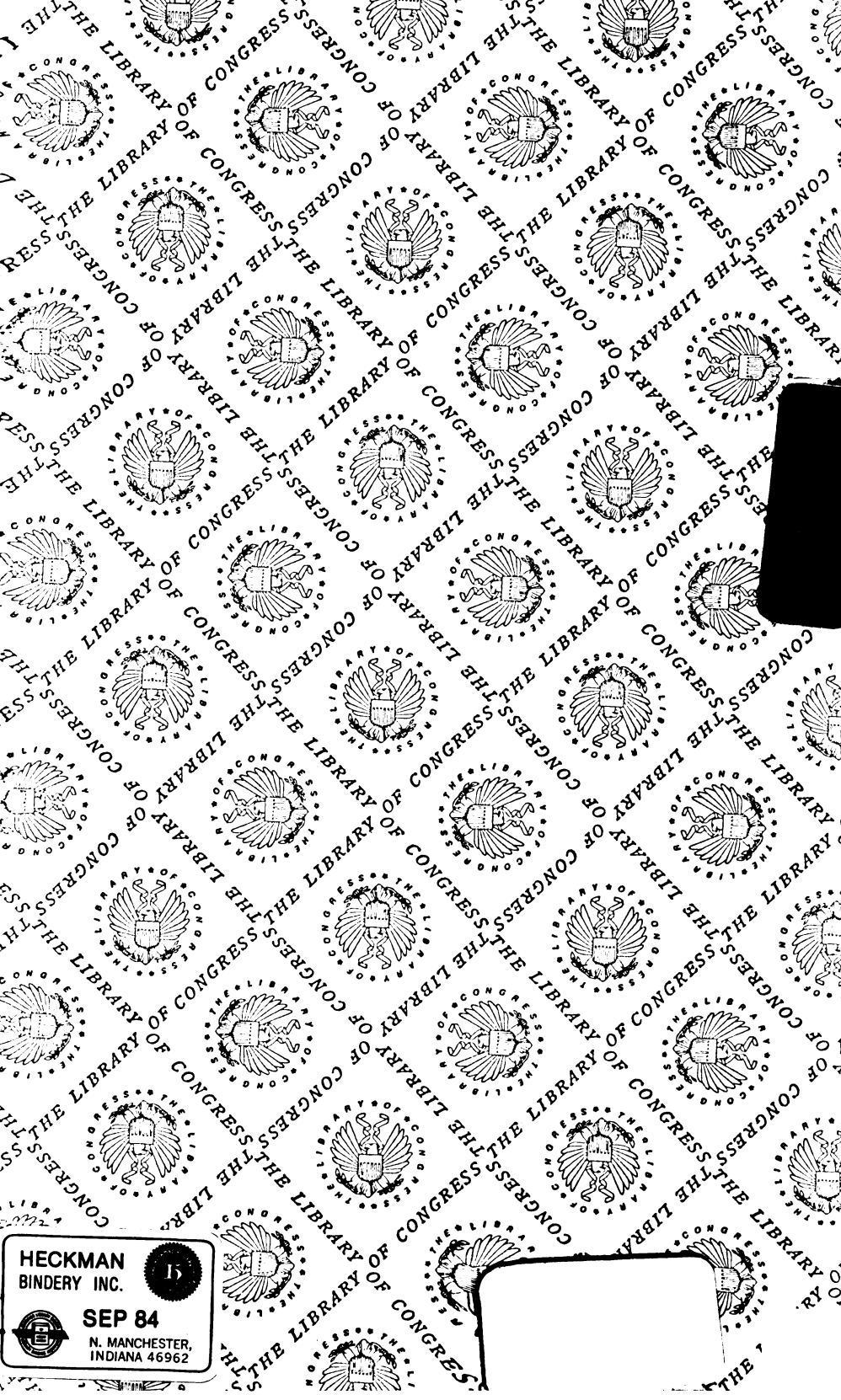
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